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THE

INDIAN CIVIL SERVICE

AND

THE COMPETITIVE SYSTEM.

THE

INDIAN CIVIL SERVICE

AND THE

COMPETITIVE SYSTEM,

A DISCUSSION ON THE EXAMINATIONS AND THE TRAINING IN ENGLAND; AND AN ACCOUNT OF THE EXAMINATIONS IN INDIA, THE DUTIES OF CIVILIANS, AND THE ORGANIZATION OF THE SERVICE,

WITH A LIST OF CIVILIANS AND OTHER APPENDICES.

9440?

BY

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BENGAL CIVIL SERVICE.

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PREFACE.

On returning in May, 1874, from a twelve years' residence in India, I found that much attention had been attracted in England by an article in the April number of the *Edinburgh Review* on "Competitive Examinations," and that, from its tone and some of its statements, it was thought to be at least semi-officially inspired, and was believed to be likely to produce practical results on the rules and examinations for the selection of candidates for the Indian Civil Service.

I was much surprised on reading it to find that, though remarkable for its ability and literary skill, it was equally remarkable for its inaccuracy and want of knowledge of the subject discussed, at least as far as regards the Indian Civil Service. It appeared desirable that the statements made in this article should not pass unchallenged, lest they should be accepted by the English public as correct; and during the autumn of 1874 I wrote the reply to it, which is contained in the first two parts of this volume.

The first part deals generally with the mode of selecting the candidates by Open Competition, and with their training after such selection, till they go to India; the second part discusses the merits and demerits of the Open Examination itself in its literary and scholastic aspects. These two parts form together the reply which I have attempted to make to the Edinburgh Reviewer; but the third part has no reference to his article, although it is a continuation of the same subject. In it I have tried to give an account of the Civilian's life after he reaches India. I have sketched the organization of the Civil Service in a description of the different grades; the duties and position of a young Civilian on first arrival; the Officials with whom he will be thrown

in contact, and his relations with them; the origin of the Civil Service, and the miscellaneous duties which have arisen from that origin; and, finally, the preparation for, and rules and subjects of, the Standard or Provincial Examinations, which every Civilian must pass before he is qualified for promotion.

My object in doing this has been partly to show those in England who are interested in the subject, what the further training and mode of life of a Civilian is after he has quitted this country, and how important and multifarious his duties are, and partly to furnish some kind of guide (however imperfect) to the young Civilian who is about to proceed to India, and to whom almost everything in that country will be strange and unknown, unless he happen to be one of those who have "sucked in knowledge of India with their mother's milk," as Mr. Grant Duff says. The whole of this third part has been written on the very eve of my departure for India, under very great disadvantages of ill-health, absence of books of reference, and pressure for time, and I must earnestly crave the indulgence of my readers for the many faults and deficiencies which I feel only too sure they will find in it; but, if it should in any way help the young Civilian during his first year in India, or if it should contribute to awaken in England any interest in the noble Service of which it treats, I shall feel that it will not have been written in vain.

A. COTTERELL TUPP.

EAST INDIA UNITED SERVICE CLUB,
December 1*st*, 1875.

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PART I.

THE SYSTEM OF SELECTION AND THE TRAINING.

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THE SYSTEM OF SELECTION AND THE TRAINING.

CHAPTER I.

The Article in the "Edinburgh Review" and the Present System.

THERE appeared in the number of the *Edinburgh Review* for April, 1874, a remarkable essay on the system of open competitive examinations, chiefly as applied to the selection of candidates for the Indian Civil Service, which from its rumoured authorship, and from the medium of its publication, has, I believe, obtained a good deal of attention, and may, if the authorities who have to deal with the subject feel themselves convinced by it, possibly lead to practical results, by inducing them to make the changes advocated in it. The article was remarkable from its literary skill, the picturesqueness of its language, and the energy and ability with which its arguments were enforced, but I regret to say that it is equally remarkable for the inaccuracy of its so-called facts, and, as far as I am able to judge, for the falsity of the conclusions which it deduces from them.

The importance of the subject will, I think, be admitted, when it is remembered that on the success of these examinations in selecting for India the best class of men who can be induced to adopt a career in that country, depends to a very great extent our hope of governing India successfully; for the eight hundred civilians, who are scattered over the face of the country from the far north-west of the

Punjab to the southern extremity of Madras, are the men through whom all the orders of the Government are carried out, and from whom every native of India derives his impressions (be they good or bad) of that Government.

However great the importance of the subject may be, I am well aware that my rashness in opposing myself to so high an authority on Indian matters will be considered greater; but I am led to venture to do so from two considerations;—firstly, the fear that immediate practical results may ensue from the Reviewer's proposals, if his facts remain uncontradicted, and his arguments unrefuted, till some one more competent than myself shall have leisure and opportunity to undertake the task; and secondly, the assurance that everyone knows best where his own shoe pinches, and the hope derived from the fact of my having gone through these examinations, and having spent a dozen years in the Civil Service of India, that I may in some respects at any rate have had more intimate personal experience in the matters under discussion than the Reviewer, and may from their more immediate importance to myself, have noticed some facts which appear to have escaped his observation.

In order to enable my readers to judge between the Reviewer and myself, I must give an outline of his arguments, and of the facts by which he supports them, but I will make this as brief as possible, and will then proceed to consider the remedies he suggests for the alleged defects in the present system, and the effect of those remedies, and finally to state my own proposals, and my own view of the reasons which have prevented the scheme from being considered as completely successful as it really has been.

In any discussion on this subject it must be remembered that there are three perfectly distinct portions of it which should be kept apart and not treated confusedly in one. They are (1) the system of literary examination used as a test for the selection of candidates; (2) the subsequent training and treatment of the candidates so selected, and (3) the still later conditions of their life and career in India.

It is quite obvious of course that two writers might agree in approving or condemning the present system of examination at the open competition, who were quite at issue with regard to the merits of the subsequent training of the se-

lected candidates, or with regard to their after career in India. We must therefore discuss these three subjects separately, or we shall not be able to form a clear idea of the extent of our agreement or disagreement on any one of them. The Reviewer, after speaking of the vaticinations of success and failure which were made twenty years ago, when the examinations were first instituted, proceeds to say that four of the prophecies of failure have themselves entirely failed, viz., (1) that a literary examination was no real test of mental ability; (2) that the candidates would be book-worms, and physically unfit for their duties; (3) that they would be derived from a lower class of society, to the exclusion of the middle class; (4) that the examinations would shut out men like Clive, *i.e.*, all uneducated men of action. The Reviewer has very clearly shown the fallacy of the first and fourth of these, and with regard to the second and third I need only say that the experience of twenty years has proved that no anxiety need be felt on their score. The Competition civilians still hold their own in all manly sports and out-of-door exercises against all comers, and the fact that fewer of them have had to retire prematurely from ill-health, than of the Haileybury men of the same standing, shows pretty clearly that the judgment of the medical men who put them through a strict physical examination before their departure for India, was not at fault, and that their physique is good. In fact, no one but a man of strong constitution can go through the training now required, which consists of two to three years hard work preparatory to the open Competition; two years of exceedingly severe labour, only diversified by half-yearly examinations during the period which intervenes between the open competition and the final examination; and from one to three years further exertion to qualify for what are called the Standard examinations in India, this last work having to be performed in a tropical climate, and in addition to absorbing professional duties. If a young man stands all this between sixteen and twenty-three without breaking down, he will not be a weakling; and on the other hand, if he does break down, he will not go to India at all. If he remains in the service he must be prepared to do eight hours work a day in an unhealthy and exhausting climate for eleven months of the year, and

very often for every day in the week, including Sundays. On the other point—the class from which the successful candidates are derived; the severity of the competition for the appointments ensures that none but those who have had all the advantages in education which competent means can alone give them, shall succeed; and that, as the Reviewer says, "the superior advantage of education backed by all the resources of wealth must carry off the greater number of prizes;" and if it did not, it would be a very good reason as J. S. Mill says (On the Reorganization of the Civil Service. Parliamentary Papers, 1855, p. 94), for allowing those who with all the disadvantages of poverty and inferior training, could beat their richer and more carefully taught competitors, to reap the reward of their perseverance and ability. Having granted these four points the Reviewer, however, still maintains that "the competitive system must be pronounced to have proved a decided failure as regards the Indian Civil Service."

It will probably be admitted that this is a very strong statement for any one to make; it affects not only India, and not the Civil Service alone, whether English or Indian. It concerns every branch of the public service to which the system of competition has been applied (that is very nearly all), and through these it affects the whole nation whose interest it is, of course, to obtain the best class of candidates for the public service. For if the system has not succeeded when applied to the Indian Civil Service, where the competition was absolutely open, where the examinations were of the highest and most diversified character, where the candidates were of the best class of those who go up for competitive examinations at all, and where the prizes were the greatest which have ever been offered, whether measured by their pecuniary value, or by the power and status which they give—if it has not succeeded after a twenty years trial under these, the most favourable, conditions, then assuredly it will never succeed, and the best thing we can do is to abolish it at once in all other departments as a mere imposture and pretence, and return to the good old system of nomination, with all its corruption and abuses; for if competition has failed, it is hard to see what other system remains but patronage.

Chapter II.

Who Pronounces the Present System a Failure?

Before, however, we do this, even at the bidding of so distinguished a writer and so great an authority as he whose verdict has been thus decisively given, it were perhaps better for us to examine our facts a little more closely, and also to criticise a little more carefully the conclusions which have been drawn from them. The statement which we have to examine is, that "*the competition system must be pronounced a decided failure as regards the Indian Civil Service.*" The consideration of the question will therefore naturally divide itself into three parts:—

1. *By whom* has it been pronounced, or must it be pronounced a failure?
2. *On what grounds* is it pronounced a failure?
3. Why is it pronounced a failure in regard to the *Indian Civil Service* specially?

I. *First*—as regards the *persons* who pronounce it a failure. When the Reviewer says it *must* be pronounced a failure, we presume that he means that he himself is compelled to pronounce it so. Now with all due deference to his opinion, I cannot consent to admit that his verdict is final; and what we have to ascertain is, first, *who* is competent to give an opinion on this subject; and, secondly, what opinions *have* been given by such competent persons, or what conclusions can be arrived at from ascertained facts?

It appears to me that there are only two classes of persons who from their acquaintance with the subject, and from their presumed impartiality are competent witnesses in this matter, viz., (1) the Haileybury civilians, and (2) other officials in India who have had opportunities of judging of

the conduct and the professional success, or the reverse of the Competition civilians. Now if I can show that both these classes of observers speak favourably of the men who have been sent out under the present system, and also that the facts which can be ascertained with regard to their conduct, and to their having been selected for posts requiring the highest capacity and tact, equally testify to the success of the present system, then I think that I shall be justified in asking my readers to set aside the verdict given by the Reviewer, and to enter judgment for the defendants in the case. The Haileybury Civilians have had to pass a succession of judgments, I may say, on their younger brethren ever since the admission of the latter to the service; every Collector in the annual administration report on his district; every Judge in his judicial reports to the various High Courts; every Commissioner in reviewing the state of his division, and every Lieutenant-Governor in giving an account of the province under his charge, has to give a formal official opinion on his subordinates, the majority of whom are and now for some years have been the Competition men; and I think I may appeal without fear to these reports to bear me out in saying that the verdict of all has been in nine cases out of ten extremely favourable. There have been exceptions of course; and I, for one, should be very sorry to maintain that all who have been sent out under the Competition system have been unexceptionable; but I do say that when the verdict of the senior men in their own service, who are necessarily the most competent judges, and yet are not at all likely to be prejudiced in favour of men appointed in a manner which ran counter to all their own wishes and interests, is admitted to be almost invariably in their favour, it cannot justly be said that the system has been *pronounced* to be a failure. Besides these annual reports there have been two occasions on which the senior civilians have had to express their opinion formally, on the merits or demerits of the new men. The first was in 1860 or 1861 when the present system had only been on its trial five or six years. A large number of picked men among the seniors were requested by Government to report on the Competition men, and I believe that there were only one or two unfavourable reports out of the whole number.

Then again in 1867 or 1868, when the separation of the Service into Judicial and Executive branches was under discussion; all the most eminent of the seniors were asked to give their opinions on the measure, and in doing so they had constantly to speak of the qualities of the junior men, whom the proposed scheme would have chiefly affected; in this case also the energy, power of work, judicial ability, and efficiency of the Competition men were warmly praised by their Haileybury superiors.

It is obviously impossible for me in a work of this kind to go into details, and to discuss what exceptions, and whether justifiable ones, were made to the generally favourable verdict given on these occasions; but I say unhesitatingly that the opinion of the Haileybury civilians has been so universally in favour of the Competition men that no outsider can undertake to dispute it without running the risk of being charged with presumption.

Next, as to the opinion of other competent judges. It is of course not so easy to obtain these as those of the persons who, from their official duties, are often required to give such opinions; but that of Colonel G Chesney, the author of "Indian Polity," will be admitted by all to have the greatest possible weight. Colonel Chesney, after saying that the fear of physical unfitness has proved groundless, remarks "on the other hand, the needful minimum of talent has now been secured in every case—while in *every other** respect there is no sort of reason to suppose that the new men are *in any way** inferior to the class they are gradually replacing (Indian Polity, p. 225), and he adds (what I should not have ventured to say myself) that "the reports which have been furnished from time to time on the qualifications of the former must be received with some degree of reservation, as having been written by senior members of the old service, who may not unnaturally have been prejudiced against a class, the very existence of which implied a reflection on their own efficiency," and this he says, notwithstanding the fact that the vast majority of the reports so furnished were in *favour of* the Competition men, so that his remarks can

*The Italics are mine.

only apply to a small minority of the reports, and he maintains that even this qualified amount of fault-finding must be taken *cum grano*.

On the next page he says "so far, therefore, it may be said that the new system has been *fairly successful*." The words "so far" refer merely to two objections he afterwards raises, not to the candidates, but to the partial nature of the test, and its failure in having any effect on English education; surely this is a very different verdict from the "*decided failure*" of the Edinburgh Reviewer.

Since writing the above I have seen the official judgments recorded by the three Governments of India, Madras, and Bombay, on the success or non-success of the Competition system, and as these are the verdicts of the most skilled and competent judges it is possible to obtain, I give full extracts from them. (Parliamentary Paper, No. 288 of 1867.)

I. Despatch from the Government of India to the Secretary of State, dated 5th May, 1866:—

2. "We would observe that as the Civil Servants who were first appointed under the system of Competitive examinations have not yet been 10 years in India, and as consequently the great majority of the servants so appointed are still holding very subordinate positions in the public Service, it would in our opinion be premature to pronounce conclusively whether or not the Civil Service has on the whole been improved by the present system.

3. We are inclined, however, to believe that it has; for it may at least, we think, be confidently affirmed that the present system is effective to exclude great inefficiency, which undoubtedly was not excluded under the old system; and also that the young men who enter the Service under the present system are, as a rule, more highly educated than those who found admittance under the former system. Even if there should be some defects in the present system, and we are not prepared to point to any, we are disposed to think that they would be more than counterbalanced by the results above mentioned."

This despatch is signed by

LORD LAWRENCE.
SIR W. MANSFIELD (Lord Sandhurst).
SIR H. S. MAINE, K.C.S.I.
SIR W. GREY (Now Governor of Jamaica)
G. N. TAYLOR (Madras Civil Service.)
The Rt. Hon. W. N. MASSEY, M.P.
and Sir H. M. DURAND (the late.)

II. Despatch from the Government of Madras to the Secretary of State, dated 28th April, 1866 :—

"We have the honour to lay before you the annexed copies of Minutes recorded on the subject (of the Indian Civil Service), by the Hon. Mr. Pycroft (Sir T. Pycroft, K.C.S.I.), and the Hon. Mr. Phillips.

NAPIER (and ETTRICK.)
T. PYCROFT.
H. D. PHILLIPS."

Minute by Sir T. Pycroft :—

In 1863, in reply to Sir C. Trevelyan I wrote as follows :—"My opinion of the Competition Civilians as a body, as far as I have had an opportunity of forming a judgment is favorable. On the whole I am convinced that the men of the new order will furnish a larger supply of public servants fitted for the important offices which have to be filled from the Madras Civil Service, than their predecessors did."

My further acquaintance with the new Civilians during the two-and-a-half years which have since elapsed, has not led me to change the opinion which I then expressed. I still think that the present system of pure and open Competition, although not without some drawbacks, and susceptible of improvement in some of its details, is yet on the whole decidedly superior to the former system, and *the best that could be devised for filling the ranks of the Indian Civil Service.**

Mr. Phillips concurred in this opinion.

* The Italics are mine.

III. Despatch from the Government of Bombay to the Secretary of State, dated April 13th, 1867 :—

2. "We beg to state that we do not think that the time has arrived for offering a decided opinion on the subject (the Competition system). The system is still on its trial. o o o There are many of them (the Competition civilians) to whom we could refer as men of unquestionable ability, and at the same time most valuable public servants.

"W. R. S. V. FITZGERALD (Sir Seymour Fitzgerald). BARROW HELBERT ELLIS (Now Member of the Indian Council)."

I now pass on to what is after all the best test of the success or failure of the Competition men—the test of facts, as shown by the appointments, *out* of the regular line of the service, which they hold. As no one can claim these appointments, and they are not given in any way by seniority, I think that if I can show that a very large proportion of the Competition civilians have obtained them, it will be admitted that this a fair proof of success. Of course this test can only be applied to those who have been out in India several years, as such appointments cannot be held by very junior men. The first batch of Competition civilians landed in India in October, 1856, so they have been out just eighteen years now (1874). I propose to show what has become of the men of the first eight years, those of the remaining ten being too junior to afford any data for our guidance.

In the eight years from 1856 to 1863, 322 civilians were selected by competition, and proceeded to India. Of these 51 have died and retired, leaving 271 still in the service, but of these 54 are on furlough. The appointments held by the remaining 217 are as follows :—

No.	APPOINTMENT.	PAY PER ANN.
1	Foreign Secretary to Government of India	5,000*l.*
1	Judge of the High Court of Bombay -	4,500*l.*
1	Political Resident in Nepal - -	4,200*l.*
2	Secretaries to Government of N.W.P. and Punjab - - - - -	3,300*l.*
3	Commissioners of Divisions - -	3,200*l.*

No.	Appointment.	Pay Per Ann.
1	Judicial Commissioner (Burmah) -	3,000*l.*
1	Political Agent (Katiawar) - -	3,000*l.*
17	Judges of Districts - - - -	2,700*l.*
5	Inspectors General of Jails & Registration	2,300*l.*
3	Secretaries to the Boards of Revenue -	2,200*l.*
54	Magistrates and Collectors of Districts*	2,000*l.*
5	Registrars of High Courts - - -	2,000*l.*
1	Deputy-Accountant General (Central Provinces) - - - - -	2,000*l.*
4	Under Secretaries to Government of India*	1,800*l.*
18	Settlement Officers - - - -	1,800*l.*
1	Director-General of Statistics - -	1,800*l.*
2	Joint Judges (Bombay) - - -	1,750*l.*
1	Conservator of Forests (Punjab) - -	1,700*l.*
5	Under Secretaries to Local Governments*	1,600*l.*
2	Postmasters-General* (Bengal and N.W.P.)	1,600*l.*
1	Superintendent of Encumbered Estates (Oudh) - - - - - -	1,500*l.*
1	Police Magistrates (Calcutta) - -	1,500*l.*
2	Inspectors of Schools* (Bengal) - -	1,500*l.*
1	Deputy-Inspector General of Police (N.W.P)	1,450*l.*
8	Small Cause Court Judges - -	1,400*l.*
2	Inspectors of Registration (Bengal) -	1,200*l.*
2	Compilers of Gazetteers (Oudh and N.W.P.)	1,200*l.*
64	Joint Magistrates, 1st Grade* - -	1,100*l.*
8	Joint Magistrates, 2nd Grade* - -	840*l.*
217		

*Including officiating appointments.

Now of these 217 appointments, there are only 82 which can be fairly reckoned in the ordinary line, *i.e.*, which are such that they afford but little test of the holder's efficiency; they are the two Joint Judgeships, the eight Small Cause Court Judgeships, and the 72 Joint Magistracies. This leaves 135 appointments which would not be permitted to be held by any but those who had proved their fitness for them. I include in these the Judgeships and the Magis-

tracies of districts, for whatever may have been the case twenty years ago, no one is now allowed to hold a District or a Judgeship, unless he is thoroughly competent for it; and a Competition civilian of from 10 to 18 years' service would have no such claim from seniority as would induce any of our present or late Lieutenant Governors to overlook any deficiencies on that account. I therefore say that all who have reached the grades of Magistrates or of Judges must be looked on as having proved their complete success in the Service; if they had not, they would have been kept back as Joint Magistrates. We find, then, that out of 217 competition men, 135 are holding appointments which prove their success, *i.e.*, that 62 per cent. of them have already in 18 years shown that they are *not* "decided failures," while the remaining 38 per cent. are those who are not senior enough yet to have passed beyond the grade of Joint Magistrate; and they must not in any way be reckoned as failures (for not one of them has to my knowledge been passed over); but merely as not yet having proved (or having had time to prove) by being selected for important and onerous posts that they have been judged successes in every way by their respective Governments, as the other 62 per cent have; and surely the Governments under whom they have served during this long period must be the best possible judges of their efficiency and success, and must have had a better opportunity of coming to a just conclusion as to their merits than a stranger, who can only have judged them from the reports of others, or from the loose statements of trivial gossip.*

* This was written in August, 1874. I am glad to be able to append a most generous and appreciative letter of Mr. C. H. Bernard (himself one of the most distinguished of the Haileybury civilians), which appeared in the *Times* of 22nd May, 1875.

"THE INDIAN CIVIL SERVICE.

To the Editor of the 'Times.'

Sir,—Will you allow me to add, through *The Times*, something to the discussion regarding the working of the competition system for the Indian Civil Service?

"As a member of the last and largest team that ever came from Haileybury, I may be able to speak impartially of the competition men; while, as Secretary to two Indian Governments, and as Commissioner of a Province, I have seen the work of men appointed under both systems. My opinion has long been that the average of competition men is better for all Civil work in India than the average of patronage men. Every Haileybury man must recollect a certain number of bad bargains in his term, who could not or would not work; but no bad bargains of this kind can ever win a competition appointment. So far as uprightness of character and sense of duty go, the new men are at least as good as the old, while a competition man ordinarily comes to India with greater habits of industry and higher abilities than Haileybury men used to possess. It has been said that the new race of Indian civilians are not physically fit for hard work, and that they cannot ride. All men are not born athletes, and any system of selection whatever will yield a certain number of men who are not fond of outdoor pursuits.

"But every batch of competition men contains a fair proportion of capital cricketers and riders. When we last played 'the Civil Service against the World,' on the Calcutta cricket ground, only four of us were Haileybury men, one competition wallah brought out his bat for 130, while another scored over 90 runs. Under the new system, just as under the old, there are occasional cases of men who early succumb to the privations or yield to the temptations of an Indian life. But in ordinary cases the interest and responsibilities attaching to their career force Indian civilians, now as heretofore, to ripen early; and there is at least every probability that the new system will, just as did the old, produce men equal to the highest administrative duties, and fit to meet great occasions. I believe that most Civil servants who have held high office in India will agree in my view that the raw material of the Service is on the whole better now than it used to be. As yet none of the competition men are old enough to have reached the very highest offices in what is up to a certain point a seniority service. One practical proof, however, of their fitness may be adduced. Men are appointed to secretariat

offices without excessive regard to the claims of seniority. These posts are, so to speak, Staff appointments; they are well paid, and much sought after. Already competition men fill all the secretaryships in the Punjab, Oude, the Central Provinces, and Mysore; nearly all the secretaryships in Bombay, Madras, and the North-West Provinces, and one-half the secretaryships of the supreme Government. Yet to one or other of these appointments hundreds of Haileybury men were eligible. Occasionally an English newspaper or an Anglo-vernacular journal may say that natives detect a difference in caste between the old and the new race of civilians, but I do not believe such an idea would ever occur to a native who had not read English newspapers. The fertility of resource and administrative capacity of even the youngest competition men was remarkably shown during the recent famine operations. The distressed tracts were parcelled out into circles containing about 70,000 people a-piece. Over several of these circles were placed young civilians who had been less than two years in the country. Some of them had to feed half or even two-thirds of the population for months together, and to discharge all the duties of magistrate and relief officer. Yet the superior officers, one and all, reported at the end of the famine, that these young civilians were, on the whole, the most efficient circle officers. One young civilian, whose circle I visited early in the famine, had been then barely six months in India, yet at the end his work turned out to have been very well done. I think that a system of selection which produces young men fit for arduous administrative duty of this kind so soon after their appointment can hardly be considered unsuccessful; and I am sure that no argument for a return to the patronage system can be based on a fair review of the work done by competition-wallahs.

Probably some improvement could be made in the schedule of examination subjects and marks. I should wish to see more public school boys compete without the intervention of a crammer. The best way to secure such a result would be to allow higher marks for classical subjects, and to give fewer marks for 'fancy' subjects. It may be retrograde policy to rate classics highly; but if we want to get public school boys into the Service we must give high

marks for proficiency in public school subjects. Something might, perhaps, be said for allowing marks to every candidate who had been in the 11 or 22 of a public school. But on questions of this kind an old Indian is hardly qualified to judge. On two minor points, however, I am quite clear. First, it would be a mistake to raise, directly or indirectly, the age at which candidates came out to India. In the first few batches of competition-wallahs were several older men, and we often get University men of 25 to 30 years of age into the Educational Department. Such men, unless successful at the outset of their career, are very apt to dislike the country and the work; they adapt themselves less easily to the people; and they feel sorely the drudgery and difficulties inseparable from the first few years of a civilian's career. If young civilians came out to India at 24 or 25 they would many of them be married; and very early marriage in most cases impairs a civilian's efficiency and hampers him with debt. Secondly, any change would be an advantage which obviated the necessity of keeping selected candidates two years in London, where they enjoy no supervision and contract no *esprit de corps*. The young men who come out say this very strongly themselves; and I believe that nearly all the selected candidates who break down before the final examination fail because they have yielded to the temptations of London. It certainly is a trying ordeal for young lads fresh from hard cramming to be left for two years in London lodgings without any obligation to live and read regularly, except easy half-yearly examinations. During the last 18 years we have had competition men who stayed one year in London, who did not stay in London at all, but came out directly after the open examination, and who stayed two years in London. So far as I have seen, the extra year, or two years, made no difference in the usefulness of the men; and I have not been able to ascertain from competition-wallahs themselves that they derived any advantage from the two years of supposed study in London. I think the two years' residence in England after the examination should be given up rather than that young civilians should begin their career at 24 or 25 years of age. If the selected candidates are under 20, then they may usefully be kept in England, so

long as they are not left straying about London. Most Indian officers think well of Lord Mayo's plan of an Indian College at one of the Universities, where selected candidates might read special subjects, and have the advantage of the University system. If Indian subjects could be dovetailed into the ordinary University career, so much the better. University life, its studies, and, as Professor Monier Williams adds, its sports with periodical examinations, and with the advantage of each other's companionship, would be the best preparation selected candidates could have. And it need not be more expensive than two years of London lodging-house life.

"There is one more point on which candidates for the Indian Civil Service may be interested. It is said that we get now-a-days candidates of a lower stamp, because a civilian's prospects are not so good as they were 15 years ago. Mr. Robert Lowe is fighting this point for the competition men, and I trust he may secure for them a larger share of miscellaneous Civil appointments in India than they have recently enjoyed. Such a result would be as much for the good of the public service as for the benefit of individual candidates. But there is a broader ground for hoping that men who enter the Indian Civil Service will have better prospects than the successful candidates of the last ten years. Executive and judicial offices will have to be greatly increased in India during the next 30 years, as the people make progress in education, wealth, and wants. The country cannot afford to pay a largely increased staff at the rate now given to Civil servants. Natives of India will hold a large number of offices now filled by Europeans; for they can perform executive and judicial work up to a certain point very well indeed, and much more cheaply than Europeans. But the higher and more lucrative offices must continue to be held by European Civil servants. The result will be that there will be fewer European civilians, while the proportion of prizes to the members of the Service will be larger than they are now; and the prospects of every successful competition man will be proportionately improved.

"I may sum up my conclusions by saying—

"1. That the competition system has given India a better staff of Civil Servants.

"2.—That the age at which selected candidates go to India ought not to be raised.

"3.—That selected candidates should be brought together in a college at one of the Universities, and ought not to be left to their own devices in London for two years.

"4.—That there is ground for thinking that the prospects of competition men hereafter will be better than during the last ten years.

"I am, yours obediently,

CLIFTON. C. BERNARD."

Chapter III.

On what grounds is the present system pronounced a failure.

II.—*Secondly*—As to *the grounds* on which the competition system has been pronounced a failure as regards the Indian Civil Service.

The only reason which the Reviewer gives for being driven to this conclusion is that "it affords no more sufficient check to the admission of unfit persons to the Service than the system of nomination which it superseded, although the unfitness to be guarded against is of a different kind" (p. 334). He explains further on (p. 336) that this "unfitness is the being deficient in some essential qualities required in rulers of men;" and again that "some of the young civilians appointed under the new system by their deficiency in certain particulars have brought ridicule on themselves and discredit on the whole Service. [Why on the *whole* service and how *discredit*? Why should the whole Service be discredited because a few men are "deficient in certain particulars?"]

This is rather vaguely worded, but there can be only one conclusion as to what the author means; he intends to say that *some* of the Competition civilians are not gentlemanly men. I for one grant it at once, but I demur altogether to the conclusion he draws from it that Competition as applied to the Indian Civil Service is a decided failure. His argument put into plain words is, that any system of selection for appointments usually held by gentlemen is a decided failure, if it admits of the success of *any* persons who are not gentlemen.

Surely this cannot be seriously maintained, for it would condemn every system of appointment which has ever been

tried in this country, or probably in any other. Did the nomination system secure all gentlemen for the Indian Civil Service? Ask a Haileybury man whether he could not find some exceptions. Did Woolwich, whether under the nomination system, or since competition has been introduced, allow none but gentlemen to issue with her stamp on them; ask an Artilleryman or an Engineer? He will be the first to admit that the system and the place of which he is proud cannot pretend to any infallible method of turning vulgarians into gentlemen in two years' residence. In fact the charge, as made against any system of selection, is an absurd one; if it had been alleged that the competition system turned out *more* men who were not gentlemen than any other system, and particularly than those systems in which co-residence in a College of some kind is insisted on, then there would have been some reason in the condemnation, provided the facts supported the allegation; and the Reviewer's panacea of an Indian College at Oxford where all the selected candidates may live together in a happy family, and the more polished may educate "unfit persons" in "sweetness and culture," or any other of the certain particulars in which they are so lamentably deficient, would have been more applicable to the case.

But he does not even allege that competition does this, and it would obviously be impossible to prove it. It is almost absurd to attempt to give any opinion on the subject, as everyone would differ in their definition of a gentleman; but I do not think that it will be seriously maintained that there are more ungentlemanly men among the Competition civilians than there are among any other large class of men of similar position and education; and I am quite certain that the Reviewer's scheme of sending all candidates to an Indian College at Oxford for the two years between the Open Competition and the Final Examination, would have no appreciable effect in the direction he anticipates.

He condemns the Haileybury system because "it soon came to be understood between the Directors and their staff at Haileybury, that no ordinary degree of dulness or idleness should bar a young man from final appointment;" and thus "every now and then persons found their way into the service who were utterly unfit for any responsible duties

whatever; yet the traditionary system of promotion required that they should rise to the position of a district magistrate, or in extreme cases be relegated to the comparatively innocuous office of a district judge" (p. 335.)

It is well known that many incapable men have been stopped in their promotion at the stage of Joint Magistrates, and that instances of this still occur; but this is only a correction of an error of detail.

Now I cannot understand how the Reviewer, seeing thus clearly the weak point of the nomination and training-college system, as he thus puts it himself, "there would be little use in making nominations if nominees were to be excluded, so it soon came to be understood, &c.," can yet advocate the re-establishment of exactly the same system under another name at Oxford. Is it not clear that if nominations by persons who have any influence over the examiners are allowed at all, the subsequent examinations will be a mere farce; and that even if the nominations are not made by persons who have any direct influence over the examiners, yet if they be persons of any influential position at all, there will be a constant tendency due to social and friendly pressure to make the examinations easy, and to let some pass who do not even come up to the low standard fixed. The only way to secure that examination shall be thorough, and of the highest possible standard, and that those who do not come up to this shall be rigidly excluded, is to keep them perfectly open to all comers, and to debar nomination of any kind. It is notorious that in those examinations for the Home Civil Service, in which the competition is limited to nominees, the examiners are obliged to be content with picking out the best of those who come up for examination, instead of maintaining any high standard of merit, and insisting on every one reaching this before he can be considered qualified for the appointment.

It will hardly be denied now (whatever may have been done when Lord Macaulay wrote in 1853), that perfectly open competition is undoubtedly the best way of obtaining the ablest men for any post, and whatever alterations may be made in the system of selecting for the Indian Service, as time goes on, and as weak points show themselves in the

present system (as no doubt they have done and will do, for I am not at all maintaining that it is perfect), no form of nomination must be allowed, and any rule which would restrict the competitition in any way must be jealously criticised. I am inclined myself to propose that all candidates should be required to have been at least two years at a recognised College or University, and to have taken a University degree in Arts or Laws; but though this scheme recommends itself to me as very much preferable to the Reviewer's plan of nomination first, and then two year's training at an Indian College at Oxford; yet I still feel reluctant to hamper the freedom of the competition in any way, and to sacrifice the fundamental rule of perfectly open competition in the hope of gaining advantages other than intellectual by doing so. That there *are* exceptions among the Competition men to the general rule of success and efficiency in their duties of every kind, I admit; but they are few; I doubt whether they would be fewer under any other system; and I am sure that they would not be so under nomination pure and simple, or under the nomination and training-college system, recommended by the Reviewer. The gravamen of the charge which he brings against the present system then is, that it admits unfit persons to the service; and this unfitness is defined to be a "deficiency in some essential qualities required in rulers of men." He does not tell us what these essential qualities are, but leaves us to grope somewhat in the dark after them by the help of such illumination as we can gather from the following "lights."

"This (the presence of the unfit ones) is not the result of competition as such." "The English Universities are and long have been the seat of unlimited competition, and in this sense are in fact the most democratic of institutions." "But then the competitive examination in these cases is merely the preliminary to a course of University education, and it is this which converts the raw lad who comes up from some little country grammar school into an educated gentleman." "It is just this polish, the action of which is so valuable and yet so difficult to define, that the present system of appointment to the Indian Civil Service fails to give." Putting all these together somewhat as if we were

working out a "Vanity Fair" acrostic, we can only guess that the Reviewer means that these "unfit persons" are wanting in the polish and tact of gentlemen, and this conclusion is strengthened by what he had said on the previous page that these qualities were especially required in rulers of races so quick to appreciate the slight differences which distinguish one large class of Englishmen from all the rest.

Now I must say that I do not think natives of India are at all quick to detect slight differences of *any* kind among Europeans. It would be very extraordinary if they were so; *we* judge a man by slight peculiarities of manner and behaviour with reference to customs and circumstances of which the natives know nothing; how is it possible then for *them* to judge accurately of slight differences in the *behaviour* when they are totally unacquainted with the *customs*, in reference to which that behaviour must be judged in order to ascertain whether it departs from the recognised standard or not? They naturally judge a man according to their own standard, not according to ours; and if he speaks their language fluently and correctly, and is well acquainted with their customs and manners, they will deem him to belong to that "large class of Englishmen which is distinguished from all the rest;" although according to our standard he might be very widely separated from it.

An anecdote, for the truth of which I can vouch, will perhaps illustrate this better than anything I myself can say on the subject. One of the very cleverest natives I have ever met (a man so able that he raised himself from a common soldier to be the leading advocate of the Northern Indian Bar), who had mixed with Europeans all his life, and was very fond of their society, was talking with the residents of a small Indian station about the different Europeans he had known, when some one remarked on the difficulty of finding any word in Hindustani exactly corresponding to our word "gentlemanly," and asked the advocate whether he understood what we meant by it (he was not acquainted with English). He declared that he fully comprehended what we intended to express by it, and gave some Hindustani equivalent for it (I think "Bhalamanus." One of those present at once denied that this word at all ex-

pressed the idea we intended to convey by the term "gentleman," and the advocate was then asked to submit to a test of his real comprehension of the term by naming to them that European in the station who seemed to him to illustrate most exactly his definition of a gentleman. After considering for some time, and apologising with Oriental politeness for not being able to name any of those present, if he was to give them a sincere and perfectly true opinion as they specially desired him to do, he named a person who was so little supposed by his auditors to correspond with the idea of a gentleman that they could not believe that they had heard aright; but on their asking the advocate whether he really considered this person the most gentlemanly man he knew in the neighbourhood, he declared positively that he did.

The individual thus selected for so illustrious a distinction was a drunken, dissipated, half-caste Inspector of Police—a man with the appearance of a returned convict, the manners of a rat-catcher, and the morals of an Algerian chasseur—who was very soon after this dismissed from the force for corruption and rascality of every kind. The Englishmen all joined in a chorus of disapprobation of the choice the advocate had made, declaring that he did not in the least understand what the word "gentleman" meant if he gave this person as an illustration of it. He persisted that he did, and was then asked on what possible grounds he had selected this individual in preference to all others. He replied, in the most naïve way, and evidently without a thought of insincerity, "because he speaks our language better, and is better acquainted with our manners and customs, than any one else I know."

This exactly illustrates what I now maintain—that a native of India judges Europeans according to whether they come up to *his* standard of what constitutes a gentleman, not by whether he comes up to *our* standard. Morals, for instance, have but very slight weight in the matter; and falsehood and trickery, if practised on an adversary, would be no disqualification. The two points they judge by are—acquaintance with their manners and customs, and fluent speaking of their language; and thus this shrewd and observant lawyer preferred the half-caste inspector,

born and bred in the country, who spoke the language like a native, and who, from mixing with them more than with Europeans all his life, was thoroughly conversant with all their rules and ceremonies, to any of the many European gentlemen he knew in the Province.

I therefore say that he and all his compatriots would prefer the "uncouth eccentric recluse" (p. 337), of whom the Reviewer speaks to the polished man of the world—if the former spoke Hindustani fluently, knew something of Persian, and from contact with natives soon learnt their customs and habits; while the latter, whether from indifference, from the greater charms which European society had for him, or from a preference for out-door amusements, failed to learn the language thoroughly, or to make himself acquainted with the people. I am far from saying that, as a rule, the former class of men do this and the latter do not; I merely say that I agree with the lawyer so far—that the eccentric recluse, if he devote his reclusion to the language and the people, may very possibly be a better and more efficient officer than the popular man of the world, who spends more of his time in the hunting-field or the ball-room.

So much for the capacity of a native to distinguish a difference in manner, if it existed; whether they *do*, as a matter of fact, find any such difference between the old Civilians and the new is a delicate point, about which I am glad to be relieved of the necessity of giving an opinion by being able to quote an authority, which, besides being impartial, is of the highest value, viz., that of Colonel G. Chesney, who says, "As the highest places at the English Universities, and by consequence those at the English Bar and Church, have always in effect been open to unrestricted competition, the idea that the status of the Civil Service is in danger of being lowered by the same mode of recruitment, need surely not be seriously considered. The bench of bishops, and the bench of judges are at least as refined a set of men as the Indian civilians of the old school. The story therefore that the natives of the country, with their keen appreciation of manner, are sensible of a difference between the bearing of the men of the old and the new school, may be regarded as equally apocryphal with the assertion that the same natives experienced a particular attachment and

respect for the possessors of certain familiar Indian names." (Indian Polity, p. 226.)

With regard to this objection, then, I would say *(first)* that there are very few men who get into the Service who lack the polish and tact which the Reviewer demands; *(secondly)*, that a little roughness and want of "polish" is by no means an absolute disqualification for ruling men; and that a man may be quite fitted for the duties of an Indian civilian, even though he were a little rough, and had not quite as much as he might have of that "polish" which the Reviewer, with so touching a confidence, believes the Universities put on all their alumni. Every one who has been some years in India must have seen many rough diamonds (whether in the army or among the Haileybury or Competition men) who, though certainly not "polished" in any ordinary sense, were yet thoroughly competent officials, and, indeed, made very good rulers of men. *(Thirdly)*, that those who could not fairly be classed with the above, but who, from want of *savoir faire*, from eccentricity, or from unsociability, are certainly unfitted for some of their duties, at least as far as those duties concern Europeans, are extremely few, are very rapidly and distinctly marked out in the Service, and are never, as a rule, employed in those large stations where alone their failings could be of any serious importance.

On the second head, therefore, I would reply to the Reviewer that the admissions of unfit persons are few, that the effect of the admission of these few is almost *nil*, and that in any case it cannot possibly afford any ground for such a sweeping assertion as that of entire failure of a system.

Of course, we all know that it would be best if every civilian could do everything well all round, for there is no service in the world which requires such a variety of attainment to do thorough justice to it; but even open competition can hardly be expected to turn out from 40 to 80 Admirable Crichtons per annum, and I think that the Reviewer, in speaking of "uncouth eccentric recluses," uses terms not fairly applicable to one per cent. of the *successful* candidates (I say nothing of the unsuccessful ones.) The "uncouth recluse" is very apt to find the *viva voce* examinations

discomposing to his nerves, and a very unfavourable field for the display of his special qualities; and, even on paper, eccentricity is not a thing which tells well with examiners, so that our friend, the recluse, who when he does get to India, is such a bugbear to the Reviewer, finds himself more often than not deprived of the chance of going there, at any rate in an official capacity.

Chapter IV.

Why is it alleged to be more of a failure in regard to the Indian Civil Service than elsewhere?

III. *Thirdly.*—As to the reasons why the competitive system is alleged to have failed more markedly in regard to the Indian Civil Service than when applied to the Army examinations or at the Universities.

The Reviewer's argument, though perhaps not stated in so many words, appears to be that the Competitive system has failed when applied to the Indian Civil Service, while it has succeeded at Woolwich (for the Engineers and Artillery) and at the Universities, because in the former case it is followed by no course of regular training, while in the latter it is merely a preliminary to a University or Collegiate education.

This is true to a certain extent, but only very partially so. It is true that the candidates who succeed at Woolwich, or in Scholarship examinations at the Universities, do go through a continuous course of training afterwards in colleges where all the candidates are associated together; but the principle of competition is very often applied at Oxford, Cambridge, and Dublin to Fellowship examinations, where the candidates have completed their University course before going up for the competitive examination; and when the Reviewer says that, if the present system of selection for the Indian Civil Service is right, then the whole English public school and University system must be wrong, I think he forms his conclusion far too hastily. In the first place most of the candidates *have*

been at public schools or Universities before they begin training for the "Indian;" and till the limit of age was reduced, nearly the whole of them had been at some University; then again, the training in public life, which may be very necessary as a preparation for the English Bar or for political or commercial pursuits in England is by no means so necessary for the man who, in nine-tenths of his work, will have to deal with uneducated, or half-educated Orientals only, and who will probably spend two-thirds of his service in the jungles or in very small stations.

The only difference between the Woolwich candidates for the Engineers and Artillery, and those for the Indian Civil Service is that most of the latter go through their training *before* going up for the competitive examinations, while the former go through it *afterwards*, in a College specially devoted to the purpose. I should therefore say with regard to this objection of the Reviewer's, that most of the Indian candidates *do* go through a course of regular training at a public school or University; that it matters little whether this training comes before or after the competitive examination, and that the training itself, so far as it regards other than purely mental education, is of less importance for an Indian civilian than for a man who intends to take a part in public or professional life in England.

And now, having discussed the three parts of the Reviewer's charge, I come to the consideration of the remedies he proposes, and the defects he finds in the present system. These are of course nearly connected with the last subject we have been discussing, as he bases his proposals on the supposed want of all connected and uniform traning in the system as it exists. He proposes that all the candidates who had passed the open competitive examination should be sent to a special College at Oxford (for choice) to be trained there in the special subjects with which they ought to be acquainted, and that each candidate should be required to take a high degree in these subjects before leaving for India. I shall be able to show further on, that when the Reviewer states that but few University men go up for the Indian Civil Service, he has made the most extraordinary mistake, and that more than 70 per cent. of all the candidates who have ever succeeded are

University men.* But even if it were proved that many of the candidates do not receive any public training, and that it is absolutely necessary to give it them, surely it can be given *before the open competition*, and not after it. The objections I feel to the Reviewer's scheme are really all summed up in one; *it will narrow the field of selection;* it will keep out a considerable class of candidates, many of whom turn out to be the most hard-working and competent officials afterwards.

It will debar, first, all who are poorer than the average class of candidates; for the scale of expenditure at the training college will inevitably adapt itself to the wants and capacities of the majority of those living there. If it be established at Oxford or Cambridge, the expenses are not likely to be less than £250 to £300 per annum, even estimating them very moderately; while on the other hand the selected candidate if left to live after his own fashion can support himself in decent comfort, at any rate, on from £150 to £200; some do it on much less, I believe. Now in reference to an open competition, this is a very serious matter, for the competition is no longer an open one, except in name, if you make the subsequent expenses so great that none but a man who is rather well off can afford to incur them. The Reviewer may, perhaps, not be aware of it, but already the feeling is gaining ground that it is a mockery to call the system of appointment to the Indian Public Works Department an open competition on this very account; for a candidate must have at least £200 a year† (I speak from hearsay), while he is at Cooper's Hill College: and this, of course, prevents many from competing for the appointments. The expenses at the Civil Service College would probably be greater, as the men are older, the appointments are more valuable, and a higher class of candidates go up for these examinations.

But again, it is not a question of expense only; many candidates who live in Ireland, Scotland, or the North and West of England, could not compete if they were com-

* The actual figures are 81 per cent. up to 1865, and 70·7 per cent. on the 18 years from 1855 to 1872.

† It is set down as about £500 for the three years in an article in the *Engineer* of February 19th, 1875.

pelled to reside for two years at Oxford or Cambridge, not merely on account of the expense, but because their parents would not in many cases allow them to be separated from their homes for two years, when they might, after all, fail at the final examination. And these objections apply equally wherever the place be which is finally fixed on for the training college, and whether a separate College be established at Oxford or Cambridge; or the candidates be required to live at one of the present colleges in order that they may be subjected to a University training.

Under the present system the candidates (though recommended to live in London or some other capital) do in very many cases live during at least a great part of the two years at their own homes, or in whatever part of the kingdom suits them best; if you compel them all to live in *any* one place you will most certainly exclude a large number of possible competitors, and this I hold would be a fatal objection to any scheme, however desirable it might be on other grounds. But I object to the collection of all the candidates into one training college for other reasons. I believe that if you establish such a college at Oxford or Cambridge as the Reviewer proposes (p. 341), the Indian candidates would inevitably form a separate class, and would gain little advantage from being in the same place with the other University students. These latter are men who for the most part expect to adopt some liberal profession in England, they look forward to being thrown in contact with one another in after life, and their aims and objects are to a great extent the same. They have therefore sympathy with one another, and associate naturally together; but the dwellers in the Indian College would be a class apart, they would have a different destiny, different objects, different hopes from the other students, and they would have nothing in common with them, but the bare fact of being at Oxford together for two years. Now, considering how very much University society is divided into cliques even as it is, how the boating set, the cricketing set, the literary set, the theological set are all very apt to lead a life apart and see nothing of one another but in the lecture-room, can we believe that the Indian set would not inevitably form a clique, that this small body of men (often only from 40 to 50), living in a

college of their own, would not suffer from all the disadvantages which always attend the few separated from the many; that all the little cliqueism and narrow prejudice of a small society would not gradually grow up around them as it does in all such cases? Surely the remedy would be worse than the disease. If the present system turns out a few uncouth recluses, the proposed system would turn out all its students, except the small minority who had strength of mind enough to resist its tendency, narrow-minded, conceited, and full of the prejudices which cling to small groups of men everywhere; with *esprit-de-corps*, perhaps, but of the least desirable kind (and *esprit-de-corps* is bad as well as good), and with all the faults of Haileybury, without the tone which at least in its later years did credit to that institution. But even if I am wrong in prophesying these evils from the establishment of a special college, I think it must be at least admitted that the inmates would not derive that benefit from their sojourn at Oxford which they might be expected to have received, if they had gone to any of the colleges at will, as ordinary students, and *before*, not after, the open competition. It is for the Reviewer who advocates a change to show that positive and substantial benefits will result from it; if he cannot do this, he has not made out his case.

Chapter V.

Practical Success of the Present System, and Proposals for Slight Alterations in it.

I will now state what my own proposal is. If it be held that it is absolutely necessary, in order to prevent the possibility of admission into the Service of such men as the Reviewer stigmatises as "uncouth eccentric recluses," to ensure that all the candidates shall receive some public training, intended to make them more polished and more men of the world, then at least allow the candidates to choose their own place and time of training, and hamper them as little as possible. Make the only condition this—that the candidate shall have been at least two years at *some* recognized College, and shall have taken a degree in Arts or Laws at *some* University. The two years' residence will ensure the social intercourse which is aimed at, and the qualification of the degree will prevent a man from putting his name on the books of a College and yet really hardly ever residing in it, or taking part in its teaching and society. Rules and regulations, as well as laws, are necessary evils; and if you must have any rules, you should make them as few and as simple as possible. The present system, with its free admission to all comers, is theoretically perfect, and it should only be changed on good cause shown, and in order to remedy ascertained defects. I am, therefore, reluctant (even though I admit that some men get into the Service who are the reverse of ornaments to it) to advocate any change; but if it *is* to take place, I am convinced that it should take the form I urge, and not that of the Reviewer's scheme. In the earlier years of the Competition the successful candidates were almost invariably University men, and though I doubt whether they

were, on the whole, a better class of men than those now obtained by the new plan of catching them younger, yet I think the earlier system did succeed better in keeping out objectionable men; and this is all which I would at the very utmost attempt to achieve. The Reviewer states the objects of the training to be (p. 339), (1) The preparing the candidates for the duties they have to perform, (2) The rubbing off individual eccentricities, and (3) Welding the different units composing it into one homogeneous body.

Of these three objects, the second only is properly to be aimed at in making any change; for the first is fully attained by the present system, and the third is undesirable in itself. The defect we are striving to remedy is the existence of objectionable eccentricities on the part of *some* of the candidates: it is not proposed, that I know of, and I hope it never may be, to grind them *all* on one grindstone, till they are so exactly alike that they will be undistinguishable by any individual peculiarities. The tendency of the age itself, and of Indian official life in particular, to blot out all personal characteristics, and to efface all but the most marked idiosyncrasies, is already quite strong enough, and our object should be rather to encourage than to destroy all ordinary personal differences of character and temper amongst the candidates, and not by any means to seek to "weld them into one homogeneous body."*

The Reviewer adds that his plan would secure a better test of moral character than there now is; but I venture to think that a general training of two years at a College where the man is on a par with all the other students and associated with them in all their studies and pursuits, is much more likely to afford a good means of testing his moral character than a special course of two years' study at a College set apart for Indian students, and separated in many ways from the rest of the University. Besides this, I cannot admit what the Reviewer says, that men occasionally get through who ought never to be admitted to any public employment.

* The State which dwarfs its men in order that they may be more docile instruments in its hands, even for beneficial purposes, will find that with small men no great thing can really be accomplished." (J. S. MILL, on Liberty—*ad finem.*)

I know of only one case in the eighteen years since Competition began, and one case can hardly be said to amount to "occasionally," while it was one which could not have been guarded against by any system. I must also protest against another remark of the Reviewer (p. 341) that "no one seriously believes that the present system will be permanently maintained." I cannot see that anything has occurred which could give him the right to make such a statement, and to imply that the failure of the present system has been so great that its fate is already determined on. I have shown what has become of all the Competition civilians of the earlier years. Does it ever occur to those who advocate *any* change which will limit the area of competition, that it would at least be fairer to wait till the Free Competition system has had time to be tried and tested thoroughly before condemning it? The remark is often made that it has been tried eighteen years now, and that that is surely long enough. But what is eighteen years in the life of a service? Do they ever recollect that it is only now that even the *first* batch of Competition men (1855) are just becoming Judges and Magistrates of Districts? It cannot be fair to decide whether the system has succeeded or not for at least thirty years from its institution, when the men of the first five years will have finished their term of service, and will have shown what they are fit for. At present it is only a few of the most talented and most lucky who have had time to rise above the ordinary ranks of the Service, and yet we can point in eighteen years to a Foreign Secretary, a High Court Judge, three Secretaries to Local Governments, four Commissioners, a Political Agent, and three Inspectors-General among the men of the first four years. This does not appear to me to look like such utter want of success as to justify the Reviewer's remarks. If these men had not been able, industrious, popular, and efficient, would they ever have risen to these posts in eighteen years? Posts coveted by the whole Service, and competed for not only by their Haileybury contemporaries, with far greater influence and interest to back them, but in many cases by the pick of the whole Indian army, and the Medical and other Services?

I think the Reviewer should not have made this assump-

tion of failure—and his adding in the next sentence his hope that Lord Salisbury will reform the mode of appointment to the Civil Service as the Duke of Argyll did that to the Engineering Department—as if the two cases were parallel, —is an additional reflection on both the originators of, and the successful candidates at, the Civil Service examinations. The system for the Civil Service is a well-considered, elaborate, and uniform plan, devised by Lord Macaulay, Mr. Lowe, and some of the ablest men of the day; while the *mode* of appointing (for there was no *system*) to the Engineering Service was haphazard, variable every two or three years, and consisting of two or three different schemes in the same year: some were appointed by examination in England, some by the Secretary of State direct, and some from Roorkee; and to couple the two methods in one sentence, as if they were on a par, is surely unfair; while the fallacy of assuming that the call for reform in the Civil Service is far stronger than in the Engineering Service, merely *because* the former is a more important body than the latter, is obvious: yet the Reviewer, strange to say, makes this assumption in the following passage—"The call for reform is far stronger in the latter case [the Civil Service] than the former, the body to be dealt with being a still more important branch of the public service" (p. 342.)

He assumes that he has *proved* the existence of the defects because he has shown that it *would* be important to remedy them if they *did* exist.

In the present chapters I have only discussed the second of the three points which I mentioned at the commencement of this paper as requiring separate consideration; in the coming chapters I shall hope to examine the first and third points also, viz.—the system of the literary examinations, apart from the training, and the subsequent career and prospects of the candidates after they reach India.

PART II.

THE LITERARY EXAMINATIONS.

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CHAPTER I.

The Proportion of University Candidates.

WE have hitherto been discussing the defects of, and the proposed remedies for, the general training and social education of the candidates apart from the mere intellectual test of the examinations; but the Reviewer now proceeds to fall foul of the system of examination even, and declares it to be "an egregious failure;" and further on (p. 342) makes the marvellous statements that "scarcely any one ever comes up from the different Universities and Colleges of the Kingdom for these great prizes," and that "practically the English Universities contribute no candidates to the competition."*

I confess that I am utterly at a loss to understand how any one who has any knowledge of the subject on which the Reviewer is writing, could possibly make such assertions as these; five minutes study of two or three of the Civil Service Reports would have shown him how entirely wrong he was, and would have saved him from falling into such grievous error. I append a Table which shows the proportion of University men out of all the successful candidates in each year, and as far as the reports permit of it. I have also shown the number of public school men and the number of those privately educated. The figures will show better than anything I can write how much reliance can be placed on the very wide statements and assumed facts of the Edinburgh Reviewer.

Table showing the number of Appointments and of Candidates for the Indian Civil Service, from the institution of the examinations in 1855, down to 1874, with the number of University and of Public School men in each year:—

* Colonel Chesney, on the other hand, says "the new Civilians include a considerable proportion of graduates from the Universities." (Indian Polity, p. 227.)

Year.	Number of Candidates.	No. of Appnts and of Sccssful. Candidates.	Number of Univrsty. Men successful.	Number of Non-University Men successful.			Proportn of Cans. to Appts
				At Public Schools.	Privately Educatd.	Total.	
1855	104	20	19	1	0	1	5 : 1
1856	56	20	19	1	0	1	3 : 1
1857	60	12	11	1	0	1	5 : 1
1858	64	20	20	0	0	0	3 : 1
1859	116	40	37	2	1	3	3 : 1
1860	152	80	65	5	10	15	2 : 1
1861	170	80	72	3	5	8	2 : 1
1862	170	80	64	9	7	16	2 : 1
1863	183	60	37	13	10	23	3 : 1
1864*	217	40	23	—	—	17	5 : 1
1865	281	50	37	—	—	13	6 : 1
1866†	234	50	23	—	—	27	5 : 1
1867	273	50	24	—	—	26	5 : 1
1868	269	51	31	—	—	20	5 : 1
1869	322	50	28	—	—	22	6 : 1
1870	326	40	23	—	—	17	8 : 1
1871	227	35	20	—	—	16	6 : 1
1872	198	36	17	—	—	19	5 : 1
1873	202	35	13	—	—	22	6 : 1
1874	205	38	15‡	—	—	23	5 : 1
Total.	3829	887	598	—	—	290	
Per centge.	—	—	67·4	—	—	32·6	

* From 1864 onwards, details of Schools, &c., are not given opposite to each candidate's name, so that the number at public schools is not ascertainable; as one cannot distinguish them in Table IV. from those who were afterwards at Universities (Table V.) and the same candidate is reckoned twice and thrice over under the different schools he has attended.

† From this year the superior limit of age was reduced to 21.

‡ Assumed at rate below average to complete the Table, as figures are not yet published for 1874.

It will therefore be seen from this Table that during the first four years 1855-8, not a single man passed who was not at either a University or a public school; during the next five years, 1859-63, out of 340 successful candidates, 275 were University men, and 32 more were at public schools; so that only 33 out of 340 were privately educated. In the whole 20 years from 1855 to 1874, there were 887 successful candidates, and of these 598 were University men, *i. e.*, 67 per cent.; and yet the Reviewer says "practically the English Universities contribute no candidates to the competition," and "scarcely any one ever comes up from the different Universities and Colleges of the Kingdom for these great prizes;" he should have rather said "practically the English Universities contribute 67 per cent. of the candidates to the competition," and "scarcely any one ever comes up for these great prizes who has not been educated at one of the different Universities and Colleges of the Kingdom."

These figures are all taken from the official reports of the Civil Service Commissioners, and there can be no question of their accuracy.* I regret greatly that a writer of the standing and authority of the Reviewer, should have made statements so entirely inaccurate as he has, and should have given them publicly in a periodical of such weight and influence as the *Edinburgh Review*. Hundreds will read them there, who will never see this contradiction of them, and perhaps many persons of influence will be convinced that the men we have been sending out to India for the last twenty years were all educated at private schools, and by tutors, instead of being as they really are almost entirely University and public school men. Up to the end of 1865 (the first eleven years of the competitions), the total number of passed candidates was 524, of whom 426 were University men, and 98 were not, giving 81 per cent. of University men.

The following Table shows how completely the number

* This Table has never been published by the Commissioners; they should publish it every year kept up to date, as it is the best check on statements of the kind under notice.

of University men depends on the superior limit of age fixed for the candidates :—

Year.	Age. (superior limit.)	Proportion of University Men to Non-University Men.
1855	24	19 to 1
1856	24	19 ,, 1
1857	24	11 ,, 1
1858	23	20 ,, 0
1859	23	12 ,, 1
1860	22	4 ,, 1
1861	22	4 ,, 1
1862	22	2 ,, 1
1863	22	$1\frac{1}{2}$,, 1
1864	22	$1\frac{1}{3}$,, 1
1865	22	3 ,, 1
1866	21	1 ,, $1\frac{1}{4}$
1867	21	1 ,, 1
1868	21	$1\frac{1}{2}$,, 1
1869	21	$1\frac{1}{4}$,, 1
1870	21	$1\frac{1}{3}$,, 1
1871	21	$1\frac{1}{2}$,, 1
1872	21	1 ,, 1
1873	21	1 ,, $1\frac{2}{4}$
1874	21	...

We may therefore, say, that as long the maximum age was 24 or 23, the whole of the successful candidates were University men; when it was reduced to 22 the proportion of University men to non-University men averaged three to one, and since it has been limited to 21, the proportions have been equal, but only in two years out of 20 (viz., 1866 and 1873) has there been less than 50 per cent. of University men.

The Civil Service Commissioners should resume their old plan of publishing in the lists opposite each successful candidate's name, his place of education; but not giving the

names of private tutors as they did before. Wherever a candidate gives the name of a private establishment it should be entered merely as "private school" or "private tuition." This would obviate what the Reviewer complains of (p. 342), when he says "one half of the successful candidates at the late examination were prepared by one private tutor;" this may merely mean that half the candidates put down this tutor's name among the many places of education they had been at during their whole school and college career; some may have been with him for three months four or five years ago; others may have read with him just the last three months before the examination; yet they will enter him in their list, and he will speak of them as his pupils just as much as if they had been three years together. He, of course, is quite right to reckon among his pupils all who come to him, but the remedy for what causes a false idea to be entertained as regards these examinations is in the hands of the Civil Service Commissioners —they should enter no private establishment by name at all; but should give the names of all the Universities, Colleges, and Public Schools* oppposite to the name of each candidate. As the Civil Service reports for 1873-4 are not published yet, I cannot say what the proportion of University and public school men was this year; but unless things have strangely altered in the last two years, it is impossible that half the candidates can have been pupils of any one private tutor, except in the sense of having read with him for a few months; many of them may have been with him for longer periods, and yet may have been really educated at public schools or Colleges previously. But when 70 per cent. of all the candidates are University men, I leave my readers to judge whether it is accurate to speak of the latter as "*mere waifs and strays* in the list," as the Reviewer does (p. 342).

The whole of what follows the remarks just quoted in the Reviewer's article must therefore fall to the ground along with the supposed facts on which it was built. It is *not*

* I include in these all schools which are not conducted personally by the proprietors, and are not the private venture of any one person or firm.

necessary in order to obtain an appointment in the Indian Civil Service to place yourself in the hands of one of two private tutors in London; the service has *not* become just as much a monopoly as before, and you have *not* to spend a couple of years with one or other of the crammers; for 70 per cent. of the candidates have been educated at Universities. "The facts being so" (to quote the Reviewer himself) it is quite beside the question to say that "the present mockery of an open competition stands condemned by a mere statement of them;" or that "the solemn machinery of the Civil Service Commission with all its attendant expenses is set in motion merely to record the comparative merits of the pupils turned out by two or three private establishments;" for it is "simply ludicrous" (as the Reviewer remarks), to say so, when we know that 70 per cent. of these "pupils" do not come from private establishments at all.

Chapter III.

The Subjects of Examination.

The Reviewer's next paragraph begins with the words which I have previously quoted, "such being the facts, and anyone who cares to be at the trouble may easily verify them;" it is strange indeed that he who wrote thus should not "have taken the trouble to verify them" before placing in print what a short examination of the Civil Service reports would have shown him to have been entirely inaccurate. He then goes on to say (assuming this result to have been that which I have shown it *not* to have been), "that the reason for it is that the preparation for the examinations involves a kind of education utterly different from anything actually pursued at any public institution, and is consequently quite out of gear with the general educational machinery of the country." I must say that I think the reason assigned for the assumed result is as little correct as we have seen the result to be. Looking at it in the light of the figures which show that 70 per cent. of the candidates have passed through the "public institutions," it would be indeed wonderful if the system of examination *was* utterly different from anything pursued at them; and it is only the too easily assumed result which could have given the generally keen powers of vision of the Reviewer such a twist as to make him view the system so crookedly. In what does the system differ from that of any of the Universities, except that it makes no subject compulsory and by so much, it enlarges the field of competition, and gives greater liberty to the competitors? If it made classics or mathematics, for instance, compulsory, it would probably keep out a few men who could not by any effort pass a decent examination in those subjects, and by doing so, it might exclude men who

would afterwards turn out very efficient officers in India. It is surely unfair to say that it "tends to encourage mediocre performance in a variety of different subjects" when it has always refused to give any credit for knowledge to which less than one-tenth of the full marks were awarded, and has now for several years deducted 125 marks from the amount awarded in each subject on purpose to prevent men from taking up subjects of which they have only a smattering. The Civil Service Commissioners have always been on their guard to exclude the possibility of a slight knowledge of many subjects paying better than a profounder knowledge of a few; and the efforts which they have so perseveringly and successfully made in this behalf, should I think have met with a worthier reception at the hands of the Reviewer.

No man can hope to pass at these examinations unless he knows one subject at least extremely well, and very few do pass, who do not know two, and more often three subjects thoroughly. A moderate knowledge of even four subjects will not secure a man a place; he *must* know at least one of them very well indeed. The Commissioners have shown over and over again in their reports that the men who are highest in each subject are almost invariably high in the whole; thus to take two years of which I happen to have the figures ready as examples. In 1858 the first man in Mathematics was first in the whole, the first in English was second in the whole, the first in Classics was third in the whole, and the first in Natural Sciences and Moral Sciences was sixth in the whole.*

In 1864 the 1st in the whole examination was 1st in English Literature, 5th in German and 1st in Moral Science; the 2nd in the whole was 5th in English Composition, 1st in Greek, 5th in Latin, 1st in French, and 2nd in Arabic; the 3rd in the whole was 3rd in both Latin and French, and the 4th in the whole was 3rd in Natural Science and 5th in both Italian and English Literature. Surely this shows that the examinations encourage excellence in individual subjects, and that great proficiency in two subjects is quite enough to win a fair place in any year. Again,

*. For further details see the Civil Service Report for 1859 (p. 343).

though it is quite true that the Universities award distinctions for knowledge in one subject only, yet they always reserve their highest honors for excellence in more than one. No one can obtain a first class in Classics at Oxford without being well acquainted with the Moral Sciences as well as with Classics; no one can take a double-first at either Oxford or Cambridge without a high order of attainment in two totally different subjects; and in the University of London no one can proceed to the examination for Honors in any subject without having passed a very tolerably severe examination in five or six subjects for the Pass degree first. Of course honors are given for very great proficiency in any one subject, but so they are in the Indian examination; if a man is a first-rate classic he can make from 1200 to 1300 marks out of the 1500 obtainable, and this, with the fair knowledge of English which a good classic is sure to possess, will easily obtain him a place; and a moderate knowledge of the Moral Sciences, which also he is almost certain to have, will place him high in the list, and so with Mathematics and the Natural Sciences; so that when the Reviewer says that "a senior wrangler going straight from the scene of his triumph to the contest in Burlington Gardens would not even obtain a place," he is stating what would not be the case. A Senior Wrangler would obtain probably 1000 marks in Mathematics, at least 500 in English, and say 250 in Natural Sciences, so that he would obtain a high place, even if he did not know a word of any ancient or modern language but his own;* the only difference is that at Cambridge he is only examined in one branch of his knowledge in which he excels, whereas in the Indian examinations he is allowed credit for any other kind of knowledge which he may possess. I do not understand what the Reviewer wants; does he wish a candidate who is good in classics or mathematics to be debarred from showing his knowledge in any other subject; for it is quite certain that a man of great excellence in any one subject will certainly be at least fairly good in one or two others; and, if he pos-

* If he knew nothing but Mathematics, he would be utterly unfit for the Indian Service, and it would be a merit not a defect of the system if it excluded him.

sesses this knowledge, why on earth is he not to be allowed credit for it? The Reviewer seems to desire that half-a-dozen of the best mathematicians, half-a-dozen of the best classics, six of the best men in natural or moral sciences, and six of the best modern or oriental linguists should be picked out of the different Universities, and sent off to India as specimens of what England can turn out in special subjects; but to quote his own words (p. 340) when speaking of each University putting in a claim for the Indian College, "the object in view is not to distribute subventions with equal hand on this or that place of education, or even to advance the cause of education in England or Ireland, but to secure for the future Indian civilian the best possible training, mental and social;" and again (p. 338) "it might be thought that if ever there was a body of young men whose education needed to be formed in a public rather than in a *separate** mould; who should be taught to consider a certain degree of acquaintance with the principles of law and political economy and the Indian languages, are not the only sort of knowledge necessary to fit them for their profession . . . . whose education in a word should be public and imperial in character, *rather than private and individual**, it would be the chosen candidates for the Indian Civil Service." Surely no man ever refuted himself better out of his own mouth, and anything I can say will add little to the strength of the argument he himself furnishes; but I would add that the chief qualification required in candidates for Indian service is good mental training, the quick aptitude for acquiring any kind of knowledge as it may be required, and not a high degree of proficiency in any one branch of knowledge; so that even if the system did encourage a somewhat versatile and many-sided mental disposition, I should see nothing to regret in it;† but as it is, I do not believe that it does so in any special degree beyond our Universities and our general school education. In fact to this indictment I plead on the

* The Italics are mine.

† "Men whose services would be highly valuable to the country might easily be beaten by some who were their inferiors if the examination were confined to a few subjects." (Report on Organization of Civil Service. Sir S. Northcote and Sir. C. E. Trevelyan, 1853.)

part of the system now in force both "not guilty" and "justified."

The specialist, either a pure mathematician or a pure linguist, would inevitably fail to perform some part of his duties in India satisfactorily.

Chapter III.

The Qualifications Required.

The qualification of all others most necessary to an Indian civilian is to know the language of the people among whom his lot is thrown; if he does not know this, he may be the best lawyer, the most profound mathematician or logician in the world; but he will be useless as an officer. I would therefore insist on every candidate passing moderately high (say half marks) in one language besides his own, to guard against the admission of men who have absolutely no linguistic talent, and who go about to the end of their service talking a bawarchi-khana (kitchen) dialect, which makes them an object of ridicule to their own countrymen, and of contempt and dislike to all the natives.

The second most important qualification for a civilian is Law; not merely the power of learning and remembering the enactments; but the power of applying them judiciously and of judging evidence—for this, logic and the moral sciences are no doubt the best training (mathematics is probably of very little use), but as proficiency in this depends more on a man's general cast of mind than on any scholastic training, I would not insist on any pass examination in this subject.

The third most desirable acquirement is the power of writing English clearly, idiomatically, and easily, *i.e.*, without using involved and unintelligible sentences, without resorting to spurious or far-fetched expressions, and without undue slowness and hesitation. This, again, is so important that I should be almost inclined to insist on all candidates passing in this subject; but I cannot understand how any one can pass the examination at all who is very deficient in this point, as English composition comes into play in every

branch of the examination. A knowledge of arithmetic and book-keeping is no doubt very desirable to enable a civilian to perform the financial part of his duties satisfactorily; but as very little of the actual calculations of the treasury department is ever done by a civilian, any defect in this subject is of minor importance, and only becomes visible when, as a Collector, he has to check the work of others

On the whole, then, though I stand up for perfectly free and unfettered Competition—the right of every man to prove himself the best candidate (if he can) in any way he likes, still, I think these two qualifications—the power to acquire a new language thoroughly, and the ability to compose readily and accurately in English, so absolutely essential, that I would require a certain standard of capacity in both these from every candidate. With this exception, I would leave the system of examination exactly as it is, unless it should be thought right to limit the number of subjects which a candidate may take up. If this be done, it will obviate the possibility of men passing who have only moderate acquirements in a large number of subjects (though, as I before observed, I am not at all sure that this is desirable), but great care must be taken not to fix the limit too low.

There are now eleven subjects (counting the three divisions of English as one), of which eight are linguistic and historical, and three are scientific; of the eight languages, four are modern, two are ancient, and two are Oriental.

It would be unfair to debar a man from taking up English, the two classical languages, two out of the three modern Continental languages, two out of the three sciences, and one of the Oriental languages: this gives us eight subjects out of the eleven; but as very few men do take up *all* these eight (the average number of subjects taken up was —in 1855, $5\frac{1}{4}$; in 1856, $5\frac{1}{2}$; in 1857, $5\frac{3}{4}$; and in 1870, 5) at once, I think the number of subjects to be taken up might, perhaps, with advantage be limited to seven; but I would certainly not restrict it below this. In the last published list (1872) no candidate took up more than seven, and only one took up so many subjects, so that the men do not seem now-a-days to err in the direction the Reviewer

supposes, and to obtain a place by a smattering of many things.* Out of 36 successful candidates only one took up seven subjects, seven took six, seventeen took five, eight took four, and three took three. Among these last was the candidate who was placed second in the list, and I fail to understand how the Reviewer can say that special knowledge of one or two subjects does not pay, when I find this candidate passing second, with 1,023 marks out of 1,125 in mathematics, 650 out of 1,000 in natural science, only 288 out of 1,500 in English, and nothing in any other subject. If he had not obtained a single mark in English, he would have passed sixth on the list for his mathematics and natural science alone; and his mathematics singly would have placed him only 50 marks below the last successful candidate, while, if there had been 40 appointments as usual, he would have got an appointment for these alone.

Again, the candidate who passed seventeenth (out of 36) got 826 in mathematics, and 312 in natural science; while he only got 254 in English, and nothing in anything else: so that his marks for the first two subjects alone would have easily secured him a place, they being 1,138, and the lowest successful candidate having obtained only 1,088.

The list of this year (1874) which I have only just (August, 1874) succeeded in obtaining, bears out even more strongly than that of 1872 the statements I have been maintaining, viz., that great excellence in one, or at most two subjects, is quite sufficient to obtain a good place in the examinations; and that the candidates know this perfectly well, and do not attempt to take up a large number of subjects, or to substitute a smattering of many for a profounder knowledge of a few. In 1874 there were 38 successful candidates, of whom the first got 1,873 marks, and the last got 1,055: of these, three took up only three subjects, and yet obtained the fourteenth, sixteenth, and thirty-seventh places; eight took up four subjects; eighteen took up five subjects; six took up six; two took up seven; and

* I am informed that the two most successful tutors for these examinations will not allow their pupils to take up more than four or five subjects; the precautions taken by the Civil Service Commissioners have therefore had their intended effect.

one took up eight; so that out of 38 candidates 29 took up five or less subjects, and only nine took up more. The candidate who took up eight subjects only obtained the nineteenth place on the list, or just half-way down; whereas No. 5 (a native of India) obtained his high place almost entirely from his knowledge of mathematics and moral science—the marks he obtained in these two subjects alone would have given him the twenty-fourth place in the list. So, again, No. 1 was a good classic and a fair mathematician and English scholar; No. 2 was a good classic and mathematician, and fair in the sciences; No. 3 was a good classic and mathematician, and a fair natural science man, and he got no marks in anything else.

These facts surely show the absurdity of the Reviewer's talking about "it being attempted to determine the relative merits of competing students by serving up a miscellaneous hotch-pot of every branch of literature and science, and placing the men according to their capacity for digesting the mixture." But I have been forced to go into all these details to show how entirely unfounded are his assumptions, and how little reliance can be placed on what he takes for granted as facts. If I had not done so no one would have believed that a writer in the *Edinburgh Review* could have been so entirely wrong in the very facts which form the basis of all his arguments.

Chapter IV.

The Effect of the Examinations on the Candidates.

To continue, then, the examination of what the Reviewer has said with regard to the literary examinations, I will pass to his fourth and last objection—that the men who go up and do not succeed are spoilt for a future career. How this can be I cannot imagine, and it is exactly what the Civil Service Commissioners have always tried to guard against. They have refused to include in the subjects of examination any which do not form part of an ordinary English education, except the classical Oriental languages—Sanskrit and Arabic; and it is a mere prostitution of the power of word-painting, in forcible and graphic phrases—which the Reviewer undoubtedly possesses—for him to say "that some hundreds of young men year after year lay themselves out for a special course of preparation, which, in the case of the majority, not only brings no useful results, but actually disqualifies them for seeking other means of livelihood." I ask my readers to judge whether these terms can be fairly applied to an examination in ancient and modern languages, mathematics, moral and and natural science, and the two Oriental classics—Sanskrit and Arabic. There is no "special course of preparation," if by this the Reviewer means preparation in special subjects; for very few of the candidates take up Sanskrit or Arabic, and even as regards those few who do,* it must be remembered that a knowledge of at any rate the elements of both languages is absolutely necessary for any one who wishes to be a good linguist or philologist; so that it would hardly be "without useful result," even if the candidate

* * Out of 204 candidates in 1873, only 16 took up Sanskrit and six Arabic; out of 206 in 1874, only 13 took up Sanskrit and four Arabic.

did not go to India; and why a knowledge of *any* of the subjects of examination should "disqualify him from seeking other means of livelihood,'" I cannot in the least conceive.

The Reviewer says "a man who tries for a Fellowship and fails is, at any rate, no worse off than before—there has been no disturbance in the course of his education; he still proceeds to his degree, and enters on life with all the advantages, whatever they may be, attaching to a University career;" and he then goes on to compare this case with that of a candidate for the Indian Civil Service, who, having "resided with a crammer, culminates in failure at a competitive examination." Why his "culminating in failure" should unfit him for "seeking other means of livelihood' it is not easy to see, though the same defects in his character which led to his failure in the examination will also very likely lead to failure in his attempt at finding other means of livelihood; but the two cases are not in any way parallel, and cannot fairly be compared in the way the Reviewer has attempted. When he says "Fellowship," I presume he means "Scholarship," as he speaks of the candidate still "proceeding to his degree;" whereas Fellowships generally follow a successful degree, and do not precede it. But even taking him to mean a Scholarship, the cases are very different.

A man goes in for a Scholarship either on entering the University, or soon after doing so; whether he succeeds or fails he has still got all his career before him, and can turn to any profession he chooses; but when a man goes up for the Indian Civil Service examinations he has *completed* his course of training, and has chosen his profession. Failure in these will, therefore, of course, be more disastrous than failure in a Scholarship examination, which is a mere passing incident in a University career, and not the whole object and aim of it, as an Indian appointment is of the other course of training; but why the "young man" should be "stranded on the shore of life," or why a knowledge of most languages and sciences should be an "unsaleable cargo of knowledge" is a mystery only known to the Reviewer, who will ascertain, if he enquires, that a good linguist or a good scientific man can command a high price

in either the mercantile or the educational market at any time. In fact, all these picturesque phrases, crowded with metaphors, which the Reviewer uses in such abundance, though they make his article very readable, are extremely likely to mislead a careless reader, who is liable to mistake assertions clothed in vivid language for statements which have been proved by facts.

Having now gone through the four objections to the present examinations raised by the Reviewer, I will sum up shortly the results.

1. He says that very few University men are to be found among the candidates. I have shown that they form 70 per cent. of all the candidates who have ever passed, and that as long as the maximum age was 23 or 24 *all* the successful candidates were University and Public School men.

2. He says that the present scheme is not in accord with the general education of the country because the Universities encourage great excellence in one special subject, and not moderate excellence in several. I have shown that the highest honors are not obtainable in any University without a deep knowledge of more than one subject, and that the Indian examinations reward great excellence in one subject just as liberally as the Universities do. The Reviewer says a Senior Wrangler would not obtain a place at all. I reply that if the Senior Wrangler knew the moderate amount of other subjects which any man educated in the ordinary way would know, he would obtain a very high place, and if he did not know this, he is not fit for the Service.

3. The Reviewer says that men obtain their places by showing a smattering of knowledge in a large number of subjects, and that most have no good knowledge of any subject. I have shown from the statistics of several years that the men who obtain high places on the general list are invariably high in special subjects, and that a man who shows a good knowledge of any one subject is sure of a good place if he possesses the most ordinary knowledge of one or two other subjects.

4. The Reviewer says men are spoilt by the present scheme of examinations for any other career if they fail. I have shown that the present scheme was constructed with a special view to the guarding against the possibility of

this, and that there is nothing in its plan which justifies anyone in supposing that it would do so; but on the contrary, there is every probability that the training for this examination would be of material service to a man in after-life, even if he failed to secure an Indian appointment.*

I have now completed my review of two out of the three parts into which the subject naturally divides itself, viz., the literary, or open competitive examinations and the after training, ending with the final examination before leaving for India, and I have remaining only the career and prospects of the candidate after he reaches that country to consider. With regard to the first two portions, I have now only to say that, having gone through all the examinations myself, and being, as Mr. Scoones says, the candidates for these higher examinations always are, somewhat "exacting and hypercritical" in teaching and examinations from having been incessantly subjected to them for 16 years in School, College, University, and India, I believe the present system to be an admirable one, and to have succeeded as well as it deserved, and the only two suggestions which I can make for its improvement I make diffidently, and with fear that they may have some bad result which I cannot at present see. These are, as I have mentioned above, that every candidate should be required to have attended a recognised College for two years *before* going up for the open competition, and not after it, and should be required to have taken a degree in Arts or Laws at some University, and secondly, that the number of subjects which any candidate should be allowed to take up should be limited to seven, so as to prevent even the bare possibility of a man passing by dint of superficial knowledge in a large number of subjects. Very few take up more than

* This view is so strongly supported by the testimony of one of the selected candidates of 1873, in a letter which appeared in the *Spectator* after I had written this chapter, that I must quote it. He says, "Even if I had failed in this examination, I should still feel that my two years' "cramming" had not been wasted, and that I had brought away an increase of knowledge, and a taste for literary and scientific pursuits likely to be far more valuable to me in after life than any Civil Service appointment."—*Spectator*, 15th August, 1874.

seven subjects now; but this rule, if brought into practice ought to satisfy the most captious of critics. Among these latter I reckon myself, for from professional and personal reasons I have always taken the greatest interest in these examinations ever since their institution, and I have always been on the watch most jealously and carefully to detect any sign of defect or weakness in the system; and perhaps it may be some satisfaction to Mr. Lowe, Sir Stafford Northcote, and the other founders of the system to know, that one who has passed through the examinations and training devised by them, and has had every opportunity of critising and judging it during twelve years can find no serious fault in it and can make no more important suggestions for its amendment than the above.

Chapter V.

The Charge of Ingratitude against Competition Civilians.

The Edinburgh Reviewer having shown, as he believes, that the examinations for the Indian Civil Service are sham tests, which allow "men who have acquired a superficial smattering" of several subjects to appear to excel those who have a really deep knowledge of one or two, and having disposed of the social and mental qualifications of the successful candidates by branding them as "exceptional young persons," and "uncouth, eccentric recluses," proceeds towards the end of his essay to bring an additional charge against them, the guilt of which he says they share with most of the other products of the competitive laboratory. He keeps this back to the last, and brings it in *con amore* at the end, evidently believing that it is *the* unpardonable sin, and that merely to state it is sufficient to condemn all competitioners in the eyes of every right-thinking man for ever.

The charge is *ingratitude;* now, before going into the questions of whether the charge is well-founded, and whether the men, if they are ungrateful, have any good cause or not for being so, does it not strike one as partaking somewhat of the ludicrous, even to talk about gratitude or ingratitude with reference to the mental attitude of a body of men, who have obtained appointments in the public service by their own success in passing the prescribed examinations? Who are they to be grateful *to?* What are they to be grateful *for?* I presume they are not expected to shed tears of graceful gratitude whenever they see a Civil Service Commissioner, or one of the examiners in the street, as these officials merely did their duty in examining

the candidates, and picking out the best qualified, and they may be presumed to have been sufficiently remunerated for their services. Are they then to be grateful to the India Office, who, requiring some servants qualified in a certain way, employed them in certain posts on their proving that they were *prima facie* fit for them, or to the Government in India, who, being told by the India Office to appoint them, and wanting men very badly, accordingly did as they were bid? I must say that I cannot, after much searching of heart, detect in my own case the faintest germination of the delicate hot-house plant "gratitude," at any rate in reference to any of the august bodies above mentioned. I *do* feel thankful that I lived at such a time and in such a country as to render it possible for me to obtain an interesting and, on the whole, desirable profession by proving in open competition my *prima facie* competence for its duties; but my gratitude is due only to those who made this possible by securing the triumph of the principles of open competition, such as Mr. Lowe, Lords Macaulay and Stanley, Sir S. Northcote and Sir C. Trevelyan, not as the Reviewer seems to think to the particular persons or departments who give the appointments. These latter merely carry out the orders of their superiors, and the gratitude of competitioners is due only to the founders of the system, and to the nation at large, which rendered it possible for the system to be commenced, and now maintains it steadily, as a general principle, in face of the interested opposition of those who would wish to return to the abuses of patronage, and of the carping criticism of those who, like the Reviewer, thinking they have discerned small defects in a system, exaggerate and expand them, till they condemn the whole on account of minute faults in a part; to them I recommend a perusal of Mr. Lowe's letter in the *Spectator* of August 22nd, 1874, and particularly of the sentence in which he has hit the mark more accurately than anyone else in saying that "there is some danger of falling into an error which attaches itself to able and energetic men, the error of insisting upon having more out of an institution than it can yield, the idea of retaining all its merits while correcting all its faults."

The Reviewer, then, charges the competitioners with

ingratitude, but neglects to inform us who they ought to be grateful to, and what they ought to be grateful for. He says, "With the man who gains his place by competition, on the other hand there is often a very plainly manifested feeling to regard the matter as a contract to which one party has contributed a valuable commodity—his brains, accompanied by a ready disposition to discover supposed breaches of the spirit of the contract, and generally a carping, discontented habit of mind."

Concerning the first part of this charge, I say we certainly *do* regard it as a matter of contract, we certainly *do* regard it as a matter of contract, and as it *is* a matter of contract, I think we should be very foolish if we regarded it as anything else. Our appointments are given us under a contract with the Secretary of State for India; we are termed the "*Covenanted* Civil Service of India;" and the official meaning of the word is that we are employed in the *Imperial* Service under *contract* with H.M.'s Government, and are not merely locally entertained by the various Indian Governments. The covenant, or contract which we sign on being admitted to the Service recites the engagements made, not only by ourselves, but by the Secretary of State for India on the other part, which shows that *he* regards it "as a matter of contract" also; though I am bound to confess that he, being the master of many legions, takes good care that most of the contracting should be on our side, and that he should bind himself as little as possible.

But such being the conditions of our entry into the Service, I cannot conceive why we *should not* regard the matter as a contract, or rather how we *could* regard it as anything else. The Reviewer speaks as if he thought there was something shameful and mean in our looking at the matter as a contract. If he refers to our relations with the Home or Indian Governments, then I reply that they are necessarily of the nature of a contract; and that there is no shame to either party in its being so; if he means our relations to the people of India, and that we grudgingly limit our services to them to the bare terms of our contract, then I dare him to assert this openly in the face of the unanimous verdict of all, both Europeans and native, in India.

The late Bengal famine has shown many an instance of men devoting all their energy, their health, their very life to the service of the people, though the terms of the contract had been so little kept with *them*, that after twelve or thirteen years' residence in an Indian climate they had never received one single step of promotion; and these hardships do not affect individual men only (who might be supposed to have failed); but attach to the whole Bengal Civil Service in a greater or less degree. But this topic properly belongs to the second part of the Reviewer's accusation; and, when I come to consider that at length, I shall leave my readers to judge whether these are only "supposed breaches of the contract," and whether to complain of being awarded only a third of the salary which one's own contemporaries receive in other provinces, and which one's predecessors received formerly in the same province, after the same period of service, is "carping" and unfounded "discontent."

The Reviewer adds, "This change is to be noted very plainly in the Indian Civil Service, which now contains an ever-increasing proportion of discontented men, disposed to take an exaggerated estimate of the talents evinced by success in a competition, and to fancy that they have thrown themselves away." This is a grave charge made against a large body of public servants, in a periodical of great eminence and circulation, and by a writer evidently of some authority and great ability, who adopts a semi-official tone at times which makes one inclined to believe him inspired from official sources. I should have liked, therefore, to examine these statements somewhat carefully, and to show what the former state of the Civil Service in India was, and what its present state is; what the conditions under which we entered the service of the Crown were, and how those conditions have been kept, both by ourselves and by the Governments we serve, but I must reserve the fuller discussion of these points for a future occasion, and I can now only append, in proof of my statement, that any discontent which may have been shown by Competition Civilians is not "unfounded" or "carping," or at least is not thought so by the Government of India, who may be presumed to be the best judges on the subject, the despatch with which they sent home to the Secretary of State the memorial addressed to him by the civilians of the North-

West Provinces in 1873, and the reply of the Secretary of State. It will be observed that the Government of India says "the contention[that there was an undue stagnation of promotion] of the Memorialists is in the main borne out by facts;" "it is obvious that the allotment of civilians to the bottom of each provincial list will in no wise remedy the grievance of which the Memorialists now with some justice complain;" and, "It is true, however, that the promotion of many of the Memorialists has been, and will be materially delayed, mainly through non-observance in past years of the rules for distributing appointments in the Non-regulation Provinces to Covenanted Civilians."

On this the Duke of Argyll and his Council remark that they "consider the memorialists have grave reason for complaint."

When men like Lord Northbrook, Lord Napier, and Sir Richard Temple say that the grievances of which the Competition Civilians have complained are well founded and serious, and when this opinion is fully endorsed by the Duke of Argyll and his Council, containing men like Sir H. Maine, Sir Bartle Frere, and others of the greatest ability and experience in Indian affairs, I think the Competition men can afford to disregard the unsupported statements of men like the Reviewer, who cannot know anything of the real merits of the question, and yet do not shrink from contradicting the highest authorities on it.*

The following is the Despatch from the Government of India to the Secretary of State, forwarding the Memorial of 1873:—

"*To His Grace the Right Honourable the* DUKE OF ARGYLL, K.T., *Her Majesty's Secretary of State for India.*

"Simla, October 30, 1873.

"My Lord Duke,—We transmit herewith a memorial addressed to your Grace by certain members of the Covenanted Civil Service in the North-Western Provinces. The

* This was, of course, written before the debate of the 29th June in the House of Commons, when the question was unanimously and decisively settled in favour of the Competitioners by both sides of the House.

memorialists cite rules promulgated by Lord Dalhousie in 1856, and subsequently affirmed by the Secretary of State in 1864, for regulating the promotion of Civil Servants in the North-Western Provinces, the Punjab and Oude. And they represent that these rules have been disregarded by omission to maintain in the different grades of the Civil Service in the Non-Regulation Provinces the proportion of Covenanted Civil Servants which the rules prescribed, although the annual indents upon England for Civil Servants have been, and still are, based upon the supposition that this proportion is being kept up. They say, finally, that the consequence has been a stagnation of promotion in the North-Western Provinces, through which their position and prospects are yearly deteriorating.

"2. The contention of the memorialists is in the main borne out by facts, though the result of which they complain has been brought about in a great measure by causes which unavoidably led to it in former years, and which are no longer in operation. As the memorialists refer to a previous memorial which was submitted in 1870 to the Government of India, we should inform your Grace that just before receipt of that memorial the whole subject of the proper distribution of appointments to the Covenanted Civil Service in the Upper Provinces of India had been carefully examined, in consequence of instructions conveyed by your Grace's despatch, here cited marginally." [Public, No. 26, dated 17th March, 1870.] "It was found that the proportion (fixed at two-thirds in 1867) of Covenanted Civilians to Military and Uncovenanted officers in the North-Western Provinces had nowhere been attained. The indents were revised upon the calculation that this ratio would be attained as soon as possible by future allotments, and rigid adherence to the rule of proportion was enjoined upon the Local Governments concerned. We shall give our intention to insuring due compliance with these orders, and we believe that the effect will be gradually to reduce, and ultimately to remove, the existing numerical disproportion between the lower and the higher ranks of the Service in the North-Western Provinces, which has caused the present unusual slowness of promotion. There is not, in fact, under the North-Western Provinces Government a sufficient num-

ber of the higher appointments to furnish reasonable promotion in due course of seniority for the increased number of gentlemen who have been sent out and posted to those Provinces. The pressure is mainly caused by an oversupply about the years 1861–63.

"3. But as this process of gradually restoring the proportion of Civilians in each Province must be effected mainly by the allotment, henceforward, of newly-arrived Civilians to the bottom of each Provincial list, it is obvious that this measure will in nowise remedy the grievance of which the memorialists now with some justice complain. To restore the proportion, so far as it concerns them, is much more difficult, because this can only be done by providing suitable employment for men of some standing, who, having reached the period of service at which they have a right to expect higher emoluments, find that there are no appointments available for them in the North-Western Provinces. They consequently look for equivalent employ elsewhere, especially to Provinces where the prescribed proportion of Civilians has not been maintained. But it is not easy to provide this employ in the Non-Regulation Provinces without disappointing the expectations of Military or Uncovenanted Officers already on the lists of departments or commissions, some of whom have established, by merit and ability, their claim to rise in the ordinary gradation of their Provincial service. The memorialists perceive and fairly admit this obstacle; and they indicate an alternative, whereby compensation for loss of advancement might be made to them by increasing the number of the junior grades in the North-Western Provinces. The suggestion is temperately made, but we are unable upon this ground to recommend an augmentation to the general cost of Government.

"4. It is true, however, that the promotion of many of the memorialists has been and will be materially delayed, mainly through non-observance in past years of the rules for distributing appointments in the Non-Regulation Provinces to Covenanted Civilians. And the condition of the Civil Service is connected with its efficiency quite nearly enough to render this a question of general administrative importance, although it may not be one to which Local

Governments always look closely and consistently in dispensing their patronage. We intend, therefore, to arrange with the different administrations a systematic rule of procedure, whereby the preferential claims of Civilians shall be brought forward and considered by the Government of India whenever an office falls vacant for which Civilians are eligible, and to which no other officer has his superior claim by reason of seniority, local standing, or special qualifications. We think that this course ought to be followed, not only in the Non-Regulation Provinces, but also in appointing to the chief office in those special departments of Government, which are mainly administrative. And in taking these measure we shall be careful that the rights of individuals, as well as the interests of the public service, are upon no occasion overlooked or postponed to minor considerations.

We have, &c.,

"NORTHBROOK.
"NAPIER of MAGDALA.
"R. TEMPLE.
"B. H. ELLIS.
"H. W. NORMAN.
"A. HOBHOUSE.
"E. C. BAYLEY."

The following is the reply of the Secretary of State for India in Council, to the above Despatch:—

"India Office, London, February 5th, 1874.

"My Lord,—The Despatch of your Excellency in Council, dated the 30th of October, No. 76, of 1873, transmitting a memorial from certain members of the Covenanted Civil Service in the North-Western Provinces, relative to a stagnation of promotion, has been considered by me in Council.

"2. I consider that the memorialists have grave reason for complaint, and I must desire that the various Governments and Administrations be distinctly informed that I fully approve of the instructions which, as set forth in the fourth paragraph of the despatch under reply, your Excellency in Council proposes to issue; and I must insist that they be carefully acted on in future.

"3. I trust that the measures which your Excellency in Council has in contemplation will in process of time accele-

rate promotion and remove the grounds of complaint now entertained by the memorialists.

"I have, &c.,

"ARGYLL."

I have also given in an appendix a graded list of all Civilians appointed by Open Competition, in the order in which they passed the Final Examinations from 1855 to 1865 inclusive. I choose this period because after 1865 most of the Civilians are too junior to have obtained any appointments but Assistant or Joint Magistracies, and because there is a gap between 1865 and 1867, as no Civilians were sent out in 1866, owing to the introduction of the rule that the selected candidates should stay two years in England instead of one. I think this list will show that the Competition Civilians of 1855 to 1860 have risen to important and well remunerated posts, and, that they have proved the success of the present system by the total absence of any failures among them, there not being a single man who has been kept back from promotion to the higher grades on account of any fault or deficiency.*

On the other hand it will be seen that the men who went out after 1860 are still (in the Bengal Presidency), almost all in the grades of Assistant and Joint Magistrates, and therefore that they have not obtained that promotion to which they are entitled by their 10 to 15 years residence in India, and by their having completed more than one half of their total service under the Indian Government. That this is not due to any fault of their own will be amply proved by the Despatch of the Government of India, which I have given above; and both the Memorials of 1870 and 1873, and all the despatches relating to them, are given in full in the Parliamentary Papers, No. 139 of 1875, moved for by Mr. Lowe on April 5th, and issued on April 24th of this year. Anyone who will examine these will see that there have been the fullest acknowledgements both on the part of the Government of India, and on that of the Local Governments, that the Civilians sent out under the competition system from 1860 onwards have not been fairly treated,

* On this point see letter of Mr. Bernard, late Secretary to Government of Bengal, in *Times*, of May 27, printed at p. 14.

and have not received the remuneration and other advantages promised them before they went out. It is therefore for those who have brought the charge of ingratitude against the Competitioners to show why they should be grateful, when they have had their just expectations frustrated; why they should not look on their service as a "contract," when they have been told by the other parties to it that it *is* a contract, and when the conditions of the contract have been violated to their disadvantage in every possible way, while they have been held down to it most strictly; and finally why they should look on a hostile critic, as a fair and generous adversary, when, without informing himself of the facts on which any judgment must be based, he indulges in reckless aspersions on a large and honorable body of men, and ends by bringing against them a charge which must have been intended to damage them seriously in public opinion; but which must be held to recoil against himself, if it be, as I hope I have shown it to be, unfounded, and even, from its very nature, impossible.

PART III.

THE EXAMINATIONS AND TRAINING IN INDIA.

PART III.

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CHAPTER I.

Recapitulation and the Old Examinations in Languages.

IT must not be imagined that the training and testing of the Candidate for the Indian Civil Service is by any means completed when he leaves England after passing the Final Examination, though this belief is no doubt current even among the candidates themselves. He has still before him what is for many reasons, and in many ways, the most difficult part of his curriculum.

My present object is to describe these examinations and this training, but it may be well first to recapitulate shortly the tests which the candidate has already gone through before he has reached the stage in which we are now dealing with him.

At an age varying from 18 to 24, he must have passed the Open Competitive Examination, which determines the first list of Selected Candidates. During the first three years (1855-7) the superior limit of age for candidates was 24, during the next two years (1858-9) it was 23, during the next six (1860-65) it was 22, and during the last ten years (1866-75), it has been 21. The inferior limit was I believe 20 in the earlier years, but it has been 18 since 1858. This Open Examination is, as is well known, in the ordinary subjects of the English higher education,—modern and

classical languages, natural and mental science, and mathematics pure and applied; to these are added the two Classical Oriental languages—Sanscrit and Arabic. Taking 20 as the average age of passing in recent years, we may say that the young man who intends to adopt the Indian Civil Service as a profession must, if he has had a good school education, begin his special training at about 16 years of age. Four years will not be at all too long to give him a fair chance of obtaining a place in the list, if he is of average intelligence, and has at 16 not had more than a good school education. Of course if he goes straight to College from school his preparation for his College and University examinations will all be training for the Open Competition; for when I speak of "special" training, I mean training with a view to pass the Open Competitive Examination, and not training in any special subjects. The man who has had the best general education, and has taken the highest degree, will generally do best in the Open Competition, for the examination is so thorough and unrestricted that knowledge of any subject which forms part of an educational course in England, will always help towards obtaining a place in the list. We will suppose then that at 16 the candidate has commenced training either privately or at a University. If he has worked at all hard, he will probably try his chance of passing at 19, or after three years training; and, if he has worked extremely hard, or if he is of exceptional ability, he will very possibly pass, but if not, he will probably be beaten by the many competitors who have had the extra year's training. As a rule I think it is a mistake for a man to try to pass too young: it is very likely to exhaust and weaken him, so that he may feel the ill effects afterwards; and now that the maximum age is only 21, it is not desirable that he should pass much before that age, or he will reach India too young. I believe myself that 23 or 24 is about the best age for a civilian to arrive in India, and that the education and knowledge of the world which he will acquire in his last two years from 21 to 23, are worth a great deal more than any advantages of promotion he may gain by going out rather younger; and though the man who went out younger will of course have the advantage at first, it is often the case that the other who remained to a later

age in England will in the end outstrip him, owing to the latter's more thorough training, and to his having mixed more with other men. I believe it also to be administratively a great mistake for men to be sent out too young; for under the present system they are posted at once to their stations, and begin to perform judicial and executive duties immediately on their arrival. If they are only just 20, as is possible now, they are more likely to be somewhat boyish and immature than if they arrive at the age of 23 or 24.

We will suppose then that the candidate has passed the Open Competitive Examination at the age of 20. He will then have to remain in England two years more, and to undergo three examinations at intervals of six months, called the Periodical Examinations, and a fourth called the Final at the end of the whole period. His place on the Gradation list of the Civil Service will depend on the place he obtains at this Final Examination. He must go through *all* these examinations, but his rejection or acceptance for the Service will depend on his success at the Final Examination. If he has shown any deficiency at the Periodical examinations, he will be allowed to make up for it by proving his proficiency at the Final Examination, for I believe a candidate has never been finally rejected at the Periodical Examinations. At all four examinations he is examined in the same general subjects—Law, Political Economy, the History and Geography of India, and the various Indian languages selected according to the Province for which the candidate is destined; but at each examination he advances a stage in the difficulty of the tests, till at last at the Final Examination he is required to show a very high degree of proficiency; for instance, the standard required in Law is higher in many respects than that for a Barrister, and the knowledge of the vernacular languages of India which is expected, is so thorough, that after six months in the country the candidates generally speak them well enough for all practical purposes.

The system which I have described above has only been in force since 1866. From 1855 to 1859, the candidates were only required to pass the Open Competitive Examination, and were not tested in any specially Indian subjects. From 1860 to 1865 they were

retained one year in England (instead of two), after passing the Open Competition, and were tested in the same subjects as those mentioned above, but the standard required in the Indian vernaculars was not as high then as it is now; for the candidates did not then proceed straight to their duties after landing in India, but were retained at the Presidency towns (Calcutta, Madras, and Bombay), until they had passed the examinations which were then in force in the native languages. At Calcutta these were for a Civilian destined for Lower Bengal, Bengali and Hindustani; and for one going to the Upper Provinces (North-West and Punjab) Persian and Hindi. The standard required was rather high, and industrious men took five or six months to pass in the two languages, while lazy ones often failed to pass under 14 or 15 months. There is no doubt that a great deal of time was wasted under this system, and that a man often got into debt and into mischief during the year he was in Calcutta or Bombay; for, if he did not choose to work, there was no one to make him, and, beyond receiving his pay and submitting to an examination once a month, he did nothing to show that he was a Government servant at all. But it is doubtful whether this system might not have been improved and altered, instead of being totally abolished. At present the young civilian within a week or a fortnight of his landing in the country is often posted to some small station, and set to do work of considerable importance, when he is of course a complete griff, and when his want of the most elementary knowledge of native habits and manners must render him unfit to decide even the simplest cases. Under the former system, though he no doubt wasted his time and did himself harm in other respects, while he was a student in the Presidency town, yet he picked up a good deal of miscellaneous knowledge about the country and the people, and when he came up country at the end of from six to twelve months, he had acquired the habits of an Anglo-Indian, and did not appear strange or absurd in the eyes of the natives at his first station, as the newly arrived civilian perhaps sometimes does now. Under the new system the young civilians are so well trained in languages that there is of course no necessity to keep them at a Presidency town and make them pass further tests, as was done

previously; but I think it is a question whether all young civilians should not be kept at Provincial or Divisional head-quarters for at least two or three months after their arrival, so that before being actually entrusted with official duties, and being made one of those Hakims (rulers) on whom natives look with so much curiosity and anxiety, they should have some opportunity of seeing how the business of the Courts is conducted, and of becoming acquainted with some at least of the multifarious duties which they will so soon have to perform.

It may be said of course that they can acquire this knowledge just as well at the station to which they may be posted as at head-quarters, and that they are likely to receive more care and attention in a small station than in the bustle and pressure of business at head-quarters. But in the first place there would be this difference, that at head-quarters, during this short period, they would be students and not officials, so that any mistakes they might make would be of little importance compared to those committed by a person entrusted with official power; while, if posted to a Mufassil (country) station, they must become officials at once, and must be invested with some degree of authority. And, secondly, at a Mufassil station there is no one to look after them or initiate them into their duties in any way. It is supposed to be the business of the magistrate of the district, but he is an over-worked man, often in camp (away from the station), and never at leisure. He generally hands the young civilian over to his Joint Magistrate,* who, perhaps, does what he can, but who himself has generally as much work as he can do, and is neither able nor disposed to devote much of his time to training his younger brethren. If all the civilians of the year were retained at head-quarters, it would be possible to depute a special officer for the work of explaining to them what their duties would be, and showing them the best way of performing them. This training need not extend over any long period, but some such guidance is very much needed; for the newly-arrived civilian is generally utterly at sea as to what he is expected to do, and flounders about helplessly

* A civilian of from seven to fourteen years' standing in the Service.

under the ill-understood and badly given directions of a native clerk, till he gradually picks up some idea of his duties; and performs them as best he can, till he has acquired sufficient experience to guide him. Many a man in this way really wastes the first six months after his arrival, and is thus prevented from passing the first Standard examination in his first year, whereas with a little help and guidance from an experienced officer, he would have made much more rapid progress at first, and would have avoided those mistakes and errors which, as it is, make his path so thorny a one during the first year or two of his official career. After he has once learnt the rudiments of his duties he is much better left alone, as nothing but experience can then convert him into the well-trained and versatile official to whom he looks up with so much awe at first; and this experience he had much better acquire for himself only occasionally aided and guided by the counsel of his magistrate.

Chapter II.

The Duties and Position of a Young Civilian and his Relations with his Official Superiors.

The young civilian, as soon as he has landed in India, and has joined his appointment at the head-quarters of the Province to which he may be posted, soon discovers what he has hitherto been ignorant of, or has paid very little attention to, namely, that he has still to undergo two examinations before he is declared completely qualified for the Service, both of which he must pass before he can obtain any promotion whatever. This is rather one examination with two standards than two examinations, for the papers set are the same for both, and the candidate is declared to have passed according to the lower or the higher standard, or not to have passed at all, according to the proportion of marks he succeeds in obtaining out of the maximum number allotted. These examinations are in Criminal and Revenue Law, the language of the Province, and miscellaneous work such as Treasury and Police; but before entering into any details with regard to them, it will be better to say a few words as to the civilian's life and duties up to the time when he can go up for these examinations, and while he is preparing himself for them. He usually lands in India in October or November, and the next examinations takes place in the following April. In some provinces there are examinations in October also, but the newly arrived civilian is of course too late for these, as he wil have had no time for preparation, even if he arrived in the country before the October examinations took place. He will, therefore, generally have five or six months to prepare in before he is expected to go up for the Standard or Provincial Examinations, as they are called to

distinguish them from those held in England. On arriving at Bombay (where nearly all Civilians now land in India), he reports his arrival to the Government of Bombay, and is then directed to proceed up the country to the Province to which he is attached, or if he belong to the Bombay Presidency he will be at once posted to some station in it.

I will take as an example a Civilian who is attached to the North-West Provinces, as that is the only Province with which I am practically acquainted.

From Bombay he will proceed to Allahabad, and will there report himself to the North-West Government, and he will then receive orders as to the station to which he is to be posted. In former days, as all Civilians went to Calcutta to pass in the languages, they used, on going up country, to await at Benares the orders of the North-West Government, but they now all report their arrival at Allahabad. When the young Civilian receives his orders as to his station, his first business is to transport himself to it as quickly as he can. There is a great deal of difference between the various stations in all Provinces. There is first the Provincial capital, which is always a very large station with a considerable military force in garrison, and with a large European population; there are next the Divisional head-quarter stations, which in the North-West Provinces are Benares, Agra, Jhansi, Meerut, Bareilly and Almorah. These, except the last, are all large stations with a considerable number of Europeans living in them, and two or three regiments of European or Native troops at each. Thirdly come the stations of medium size, such as Fatihgarh, Aligarh, Ghazipur, and Saharanpur, where there are some Europeans besides the officials, and where there are other small bodies of troops or officials attached to the other Government departments, such as the Opium or the Stud. Lastly, are the very small stations where there are no Europeans except the small band of Civil officials, and no troops either European or Native, such as Bijnor, Badaon, Muzaffarnagar, Etah, Basti, &c.

It is generally a matter of chance what station a young Civilian is posted to. If he have special introductions or influential connections in the Province, he will probably be kept at the Provincial capital, but in any other case he will

be sent just wherever a man happens to be wanted at the time, so that it is a mere chance whether he goes to a large and favourite station like Meerut, or a small and lonely one such as Basti.

Having arrived at his new station, and made the acquaintance of those who are to be his official comrades, he will probably the next day be inducted into his duties, and become an actual official by being sworn in. This ceremony is performed before the Magistrate of the District, or, in his absence, before the Joint Magistrate, and merely consists in the aspirant for official dignity swearing allegiance to the Government, and affirming solemnly his intention to administer justice honestly and uprightly. Having taken the oath, he can, if his Magistrate choose so to employ him, be told off to judicial work at once, and set to try some simple cases of assault or theft; for, the Government in their order posting him to a particular station (which order is published in the official Provincial Gazette), have already appointed him to be an Assistant Magistrate and Collector in the following form:—

Mr. A. B. of the Civil Service, who reported his arrival at Allahabad on the th of October, 187 , is posted as an Assistant Magistrate and Collector to , and is invested with the powers of a Magistrate of the 3rd class, and of an Assistant Collector of the 2nd class.

(Magistrates are of three classes, and Assistant Collectors of two, and the new Assistant is of course appointed to the lowest grades to begin with.)

But more commonly he will not be set to do any work himself for the first day or two, but will more likely be sent to the Joint Magistrate's or Senior Assistant Magistrate's Court, to watch the proceedings in that, and so learn somewhat of the mode of regulating the proceedings in his own Court, as soon as he begins to hold one.

He will probably see four or five criminal cases, and two or three Revenue ones tried before he attempts to administer justice himself, and if he is as well acquainted with the vernacular languages as most of the young Civilians, who come out now, are, he will understand very fairly what is said by the witnesses, and the pleadings of the attorneys and advocates. He will see that the prosecutor or plaintiff is allowed

to tell his story first, or has it extracted from him by his attorney, or by the Court, if he have no attorney; that the plaintiff is then cross-examined by the defendant or by *his* attorney, and finally is generally questioned by the Court: that the witnesses for the prosecution then undergo the same process; and that the defendant is then called on to give his reply to the charge, unless it has entirely broken down before this point is reached, which is not unfrequently the case. The defendant's reply being recorded, his witnesses are examined and cross-examined, and then the attorneys on both sides address the Court on behalf of their respective clients. After this there only remains to give judgment, which the Court generally does at the time, but it is occasionally postponed, if the case be an intricate one. All judgments are written, but some judgments are not written till long after they are pronounced, though this is irregular. When the new Assistant has seen two or three cases tried in this way, he generally begins to feel himself competent to make an attempt on his own behalf, and has half a dozen assaults and petty thefts made over to him, which, owing to his inexperience and unfamiliarity with the technical law terms used by the Clerks and Pleaders, will probably provide him with occupation for the next fortnight, and at the end of that time he will feel himself fairly started on his career, and that he has got over the first plunge.

The above description refers to a Criminal case, but almost exactly the same occurs in trying a Revenue suit, except that the subject matter is arrears of rent or division of profits, instead of an assault or a theft. The Revenue Law was, up to the passing of the recent Acts, very complicated and much more difficult to ascertain and administer than the Criminal, and it is so to a certain extent still; but the novice is not left to flounder about among old Regulations and Acts, and decide according to "equity, justice, and good conscience," quite as much as he used to be, and the law is being defined more accurately every day; but still from its subject and from the complexity of the relations between Landlord and Tenant on the one hand, and between the Landlord and the Government on the other, it must always form one of the most difficult parts of a Civilian's duties, and it is long before the young Assistant feels at home

in it, or can give his decisions without any compunctions about the verdict of the Appellate Courts on them.

The chief duties of the Assistant then are to administer Criminal and Revenue law by trying cases, and hearing all the multifarious reports and proceedings which require to have orders passed on them; but besides this he has an unlimited number of miscellaneous duties to perform; for the Magistrate of the District is the executor of the orders of Government in every Department, and with regard to every possible subject, and he is empowered to make over to his Assistants any portion of this work which may not be of too responsible a nature for them to perform.

But, before describing these other duties, it may be well to give a sketch of the other officials of the station, who are the superiors or co-adjutors of the Assistant, and also of the clerks, interpreters, police, and other subordinates whom he has to assist him.

I. *Firstly, the Superiors.*—As the young Assistant of course begins at the bottom of the official ladder, all the members of his own Service, from the Lieutenant-Governor down to the Joint Magistrate, are his superiors; but he has never, in Regulation provinces, to serve under the direct orders of any one not in his own Service.

(1). The highest official is of course the *Lieut.-Governor* of the Province (£10,000),* but beyond receiving his orders to join his first station, and perhaps a transfer to some other station, the young civilian will never receive any orders direct from the Government secretariat; and the transfers even from one station to another of young civilians, before they have passed the higher standard, is supposed to be managed by the Commissioners of Divisions, and to be unworthy of the interposition of such a *Deus ex machina* as a Lieut.-Governor. If a Lieut.-Governor is very energetic and interferes much in details, the Assistant may indirectly have his life rendered a little more burdensome to him, but in ordinary cases and ordinary times the Lieut.-Governor is to him as an awful divinity, whose decrees reach him through other channels, but who never communicates directly with him.

* After each official's name I have inserted his salary in brackets.

(2). *The Board of Revenue.*—This is the supreme controlling authority in all revenue and financial matters (subject of course to the Lieut.-Governor's orders), and consists of two members, a senior and a junior (£4,200), and a secretary (£2,400), and junior secretary (£780). Every matter relating to the land and miscellaneous revenue and the general administration of the Province goes up from the Commissioner to the Board of Revenue, unless it be a point of small importance on which the Commissioner himself can pass final orders. The assistant of course has very little to do with authorities so high as this, and beyond hearing a good deal of the "Boord" from his native subordinates, and having to study the circulars which it issues from time to time, the Board of Revenue has but a shadowy existence for him till the time comes when he is put in charge of a sub-division of a district.

(3). *The Commissioner of the Division.* (£3,800).—This is the first member of the official hierarchy we come to, as we descend the scale, with whom the assistant will come into actual contact, and from whom he may, if occasion arise, receive direct orders. A Province is partitioned off into divisions, each containing five or six of the districts or counties over which a magistrate and collector presides; these divisions are controlled and governed by the Commissioner, who has very large powers, and has the superintendence of all revenue, magisterial, and police work; but who has no appellate judicial power except in certain classes of revenue cases. The whole executive administration of the division is peculiarly his charge, and no appointments or dismissals of Government officials, except those of the lowest grades, can be made without his authority. He is generally one of the best of the magistrates or judges who has been selected for his energy, tact, and judgment, and it is the highest post to which a Civilian can ordinarily aspire. From the salary and the fact that a Commissioner can travel about in camp all the cold weather (October to March) the appointment is very much coveted, and is reserved for those who have either great ability or great interest. The young assistant will not, of course, have much to do with the Commissioner; but he may be directed to accompany him in camp, and the Commissioner may give orders as to

his employment on special cases or classes of work, and is the President of the Divisional Examination Committee at the Standard examinations. It will make a good deal of difference to the young civilian whether he is under a pleasant and able Commissioner, or under one who interferes too much with the district work, and meddles only to mar; but, after all, the opportunities of affecting him for weal or woe will be few and far between, and it will often happen that he has never seen his Commissioner, and never received an order from him, when he goes in for the first time for the "Standards."

(4). *The District Judge or Civil and Sessions Judge* (£3,000), as he is perhaps more often called—The officials we have hitherto been dealing with do not live in the same station with the assistant (unless he happen to be at Provincial or Divisional head-quarters), so that he is thrown into very little personal contact with them; but from the Judge downwards they are not only his official superiors or comrades, but also his neighbours, and in most cases, happily, his friends; so that his welfare is very much more closely affected by them than by the former class. The Judge is the highest judicial officer in the district, and hears all appeals in Criminal cases, and nearly all in Revenue and Civil cases; but till the assistant has passed his "Standards," and been invested with the full powers of a Magistrate, the appeals from his decisions are heard by the Magistrate of the district. The Judge is always the senior civilian in the station; and, as such, is the official and to some extent, the social leader of the small European community; he is generally of from 18 to 25 years' standing in the Service, and must have passed through the grades of joint magistrate and magistrate. He very often does not rise beyond the post of judge; but, if an able or ambitious man, he is probably looking forward to a commissionership or a seat in the High Court of Justice. The young assistant has of course but little official intercourse with him, though socially the judge can help him materially, or can make himself very disagreeable if he likes; but when the assistant has got his "full powers," the appeals in all his cases go to the Judge; and it depends very much on that functionary whether his work goes on smoothly and quietly;

or whether he gets most of his decisions upset, and finds his official influence in consequence at zero. In cases of disagreement of this kind, it is sometimes the fault of the Judge, who picks unnecessary holes in decisions which are practically right, or who occasionally takes a perverse view of the law and reverses a decision which was just and legal, and substitutes one which is unjust and illegal; but perhaps more often it is the Assistant's fault, who from inexperience or carelessness makes glaring errors in his law or in his procedure; or has entirely, or partially, failed to comprehend the real meaning of the evidence. In these cases it is very unpleasant for the Assistant, and almost as much so for the judge; as official differences often lead to social coldness, and in a small station nothing can be more unpleasant than a bad feeling between any of the European residents, whatever the merits of the question may be. The Assistant should always remember that, *ceteris paribus*, the Judge, from his much greater experience and knowledge of both native character and Indian law, is much more likely to be right than he is; and, if when he gets two or three decisions upset, he reads the Judge's remarks carefully and makes up his mind to take more trouble with the evidence, or to look up his law more thoroughly in future, he will probably have very few cases reversed after a time; of course I speak of cases where the Judge has rightly modified a judgment, and not where he has quibbled, or taken a wrong view, as sometimes happens.

(5) *The Magistrate and Collector of the District* (£2,700.) It is to this officer that the Assistant is immediately subordinate, and to whom he owes his official title of Assistant-Magistrate and Collector; it is to him that all the appeals from the unpassed Assistant's orders, whether judicial or executive, go, and it is he who has the absolute disposal of the Assistant's time and official services. It may easily be imagined from this how entirely the young Civilian's welfare and happiness is dependent at first on his Magistrate and Collector; and it is not too much to say that it is one of the gravest misfortunes which can befal him in his official career, if he be unlucky enough to be placed under a disagreeable or incompetent Magistrate at first starting. If on the other hand he have for his Magistrate (as luckily often

happens), a clever, hardworking, genial man, who will direct him as long as he requires direction, and then leave him to himself except in very important matters, he will have obtained a start in official life which will often enable him to outstrip other competitors in the race.

The Magistrate-Collector acts in two entirely separate capacities, as his name implies.

(A). *As Magistrate* he has the superintendence and direction of the administration of Criminal Justice in the District, and himself tries some of the more important cases; he distributes the Criminal work among his subordinates, either locally, according to the sub-divisions of the district which he allots to them, or specifically according to the classes of cases which he assigns to each officer. In many instances he makes over particular cases to other officers than those to whom they would ordinarily go according to the above arrangement; but, as a rule, he only does this for special reasons, such as the request of the parties to the case, or his own belief that it will be better tried by another officer. He hears all the appeals in Criminal cases from the native subordinate Magistrates, unless any of them happen to have been made Magistrates of the 1st. Class (which is only rarely the case), and from those of his European subordinates who are still Magistrates of the 2nd and 3rd classes.

He is the head of the Police administration of the District, and has under him a European assistant in this department, who is called the District Superintendent of Police, and is only very rarely a Covenanted Civilian; in some cases he employs his covenanted assistants to investigate police cases; but this is generally only done when the Superintendent is engaged on other work. He is responsible for the maintenance of order, and the repression of crime throughout his district, and all the landholders, village watchmen, &c., are bound to report the occurrence of riot or crime within their circles to him, and to give him every assistance in suppressing them.

As Magistrate he also administers the excise law, and superintends the Distilleries of the district, in most cases letting them out on contract, but in others managing them directly through subordinate officials. He is also Inspector of all pub-

lic carriages, superintendent and engineer in charge of most public works (in which he has now a European professional engineer to assist him); superintendent of post-houses or staging bungalows, President oi all Municipal Committees, and Member of all Cantonment Committees within his district, Visitor of Jails, Inspector of Schools, and Prosecutor for Government in all important Criminal cases. This list comprises his chief duties as a Magistrate, but he has equally multifarious and important duties to perform as a Collector; and he is also a Justice of the Peace with large jurisdiction over European British subjects, and Political Agent representing the British Government in all intercourse with the Native States which may be in the vicinity of his District.

(B) *As Collector* he has the entire control over, and even the detailed management of, the Revenue administration of the District. In India the Land Revenue is of course enormously more important than any other; and, though the Collector does not in most cases assess the amount of land revenue to be paid (this being done by independent Covenanted officers appointed for the purpose, and called Settlement Officers), he has complete control over it afterwards, and can recommend a remission or temporary suspension of the Government demand in cases of necessity, can assess all new lands thrown up by alluvion, or remit the amount which was payable on lands afterwards destroyed by diluvion; he can grant waste lands to settlers, and re-measure or re-assess land with respect to which he suspects fraud at the time of Settlement. He has to take all measures for the due realization of the Land Revenue, even proceeding in extreme cases to the sale of the land, if the Government demand cannot in any other way be realized; and all the native Sub-Collectors who have the immediate collection of the Land Revenue, are of course directly under his orders. Each district is divided into from four to eight Tahsilis or Sub-Collectorates, each superintended by a Tahsildar, who is generally a native who has risen steadily through the various posts in the Collector's office till he reaches this, which is the summit of an ordinary native official's ambition.

The superintendence of the Land Revenue is the main

function of the Collector, but he has an infinity of miscellaneous duties to perform as well.

The whole of the Government accounts of the District are kept under his superintendence by a Treasury officer, who is one of his Assistants or Deputies; and he is personally responsible for the accuracy of the accounts, and for the safe custody of the Government treasure, whether in bullion, bank notes, or stamps.

Opium, being a Government monopoly, is sold only at the various Government offices, and the sale is entirely under the control of the Collector, who is also ex-officio Deputy Opium Agent of the District, and is supposed to keep an eye on the cultivation and collection of the Opium; though this duty is actually performed by a European officer called a Sub-Deputy Opium agent. The Collector is also Superintendent of Stamps, and has to supervise the sale and distribution of all stamps (whether for judicial or general purposes), to indent for supplies on the head Stamp Office, and to keep all accounts relating to them; and though the administration of the law relating to Salt falls to him as Magistrate, yet as Collector he is expected to see that the revenue derived from Salt suffers no diminution, or to account for the causes, if it does. He is also Superintendent of Government farms, and the duty of supervising the Arboriculture, draining, irrigation, reclamation of waste lands, and other agricultural improvements in the District, is imposed on him, though of course the details are generally carried out by others; and finally he has to examine and decide whether all suits by or against the Government shall be undertaken or defended. In short he is, in his double capacity, the universal agent of the Government in all matters; and, if he be a man of ability and energy, nothing will be undertaken or decided which can in any way affect the district of which he has charge, without his opinion being asked on the project or the measure, and without the advice which he may give being received with the utmost attention and consideration.

It may be imagined from the above sketch (incomplete as it is), how entirely the welfare of a district is dependent on its Magistrate-Collector; under a good officer every matter receives, as it arises, the attention it deserves, all the subor-

dinates of every grade are efficiently supervised, and are made to feel that the eye of a vigilant superior is always on them; the orders of Government are strictly but considerately carried out; crime is vigorously repressed, and the law administered impartially but without undue severity; the people are governed with firmness, but so that they may feel the hand of power as little as possible; and the officials of all grades, though they know that any neglect or offence will be visited with certain punishment, yet are confident that while they do their duty, and perform intelligently and honestly the work assigned to them, they will be protected and supported by their superior officer.

In short, the form of Government in an Indian district under a thoroughly efficient and conscientious Magistrate, probably conduces as much to the well-being and happiness of the governed, as any which prevails in any part of the world, although it be somewhat despotic according to our Western ideas.

In all the above duties the Magistrate-Collector looks for assistance and support chiefly to his covenanted subordinates, the Joint-Magistrates and Assistant-Magistrates; and, though the newly-joined Assistant cannot of course at first be intrusted with any of the more important duties, yet he will find that day by day the responsibility of his work will increase, till at the end of six months he himself probably will be, and any one else certainly would be, surprised at the gravity of the issues which he has to decide, at the character and amount of the official work which will then pass through his hands, and at the great interests which depend on his intelligence, energy, and conscientiousness.

Chapter III.

His fellow Officials and Subordinates.

II.—*Secondly, the Official Comrades or fellow-workers with the Assistant.* The only officials in the station who are strictly fellow-workers with a young Civilian, *i.e.*, who do exactly the same kind of work, are (1) the Joint Magistrates, and (2) the Senior Assistant Magistrates in his own service, and (3) the Uncovenanted Deputy Collectors who are not in it; but there are several others who may be called his official comrades, as he is neither superior nor subordinate to them, and their work and his work interlace and overlap in various directions. The chief of these are: (4). the District Superintendent of Police. (5). The Civil Surgeon. (6). The Sub-deputy Opium Agent. (7). Settlement Officers. (8). The Cantonment Joint-Magistrate. (9). Educational Officers. (10). The District Engineer. (11). The Canal Officers.

I shall describe the three first at some length, but I shall only say a few words as to each of the others. (1) *The Joint Magistrate* (£840 or £1,200). There are two grades of Joint-Magistrates, the first and the second. Joint-Magistrates of the 1st grade are generally of from 10 to 16 years standing in the service, and they receive £1,200 a year. After they have been one or two years in this grade, they are almost always Officiating Magistrates, *i.e.*, acting in the place of some Magistrate of a District who is away on furlough, or who is himself acting in some higher appointment.

Joint-Magistrates of the 2nd grade are generally of from 7 to 12 years standing, and receive £840 a year. After they have been two or three years in the 2nd grade, they usually officiate in the first grade for some first grade Joint-Magistrate, who is in his turn acting for a Magistrate. An Assistant, with full powers, may also act for a Joint-

Magistrate of either grade, and the rates of acting pay are as follows in the N.W.P. :—

Assistant acting for 2nd grade Joint-Magistrate	£840
,, ,, 1st ,, ,,	1,000
2nd grade Joint-Magt. acting for 1st grade Joint-Magt.	1,080
Ditto ,, ,, Magistrate	2,160
1st ,, ,, ,, ,,	2,200

The Joint-Magistrate, whether of the 1st or 2nd grade, is the right-hand man of the Magistrate, and takes his place at once in cases of his absence from the station or illness It is only in very large stations, such as Divisional Head-quarters, that there are two Joint-Magistrates, one of each grade; generally there is one of the 1st grade in a medium sized station, and one of the 2nd grade in a small station.

The Joint-Magistrate is always an officer of some experience and standing, and he must have passed the Standard examinations in all subjects. To him generally falls the charge of the Sadr Station or Head-quarters of the District. He is always a Justice of the Peace, and to him are made over most cases in which European British subjects are implicated as defendants, though an Assistant, with full powers, if also a Justice of the Peace, may also try these. He is almost always placed in semi-independent charge of a portion of the district, generally a third or a half.

This portion, or Sub-division, as it is usually called, often contains three or four Tahsilis, and is as large as an English county; and a young Civilian who goes out at the age of 20, may, if he is lucky in passing his Standards, find himself at 22 in almost independent charge of a sub-district 30 miles square, with a population of 250,000 or 300,000, and with all the Revenue and Police officials which such a population requires. Indeed, if his Magistrate be easy going and somewhat indolent, and show a reluctance to interfere with him, he will find himself after a few months almost absolute master of his sub-division; but if on the other hand the Magistrate be liable to interfere in details or often transfer portions of the district from one officer to another, then the Joint-Magistrate will find his authority very precarious, and will gradually become a mere machine for deciding cases.

On the Revenue side of his work the Joint-Magistrate who is then called a (Covenanted) Deputy-Collector, is equally the right hand man of the Collector.

He tries a large number of Revenue cases, superintends the division of villages among the sharers (Batwara), and hears all the miscellaneous applications and statements which come up for orders from the various Tahsilis, such as those with regard to the realization of the land revenue, the repair and maintenance of the Government buildings, the appointment, training or dismissal of the Patwaris or village accountants, the submission of the Tahsili accounts, and the preparation and filing of the village records.

But the Joint Magistrate is much less independent on the Revenue side of his jurisdiction than on the Criminal; and nearly all his orders are merely passed subject to the confirmation of the Collector, and are not merely not *final* orders, but not orders at all in the true sense, as they are mere recommendations to the Collector to do so and so. Of course, if the Joint-Magistrate is an experienced officer, and is trusted by his Collector, his recommendations are virtually and practically final orders, as the Collector will rarely, if ever, modify or reverse them.

On the Revenue side the appeals from the Joint-Magistrate's orders in all but regular Revenue suits, go to the Collector, and not, as they do on the Criminal side, to the Judge.

As a Joint-Magistrate the Civilian of six or seven years standing enjoys a good deal of independence, as the Magistrate cannot interfere with or reverse his judicial decisions, though he can remove cases from his file; but as a Deputy-Collector he is entirely and in every way subordinated to the Collector.

I would take this opportunity of calling the attention of the authorities to the inexpediency of keeping up the old title "Joint-Magistrate and Deputy-Collector." As there is another officer who is *always* called Deputy-Collector, it involves the necessity of constantly explaining whether a Covenanted or an Uncovenanted Deputy-Collector is meant; whereas, if the Covenanted Officer were called a "Joint-Magistrate and Joint-Collector," the title of "Deputy" could be reserved for the Uncovenanted Officer, whose dis-

tinctive title it now is, and to whom it is practically always applied. It is very desirable that the same title should not be borne by two officers whose position and often whose duties are so totally different as the Covenanted and Uncovenanted Deputy-Collectors; and the identity of the titles is now misleading to English readers, and confusing even to those who have been in India.

(2.) *The Senior Assistant Magistrate* (£600.)

Though this is not the recognised title of any officer, I have thought it convenient to distinguish by it the Assistant who has passed the Standard examinations in all its branches, and has been invested with the full powers of a Magistrate of the 1st class, and of an Assistant-Collector of the 1st class, from the unpassed Assistant who has not passed either of the Standards, or who has passed only the lower one, and is consequently a Magistrate of the 2nd or 3rd classes, and an Assistant-Collector of the 2nd class.

I need not detail in any way the duties of a senior Assistant, as they are exactly the same as those of a Joint-Magistrate. He is similarly placed in charge of a sub-division of the district, and exercises similar powers, the only difference being that he draws £600 a year instead of £840, and is not usually allowed to act for the Magistrate of the District during the short absence of the latter on privilege leave, as the Joint-Magistrate is.

The senior Assistant is merely waiting on, till it comes to his turn on the list to be made a Joint-Magistrate. This now depends merely on seniority in the Gradation list provided that the Assistant has passed all the Standard examinations; but it used to be the rule up to 1870 (I think) that an Assistant obtained his Jointship in the order in which he passed the higher Standard. This competition for promotion often made men work very hard, and learn their duties much more thoroughly and quickly than they would otherwise have done, and on the whole I regret that the rule has been abolished; but it occasionally led to great injustice, where an Assistant was prevented from passing the Standards by ill-health or by an accident, and the general feeling of the junior members of the Service was decidedly against it.

The Assistant may fairly expect to pass the Standards in a year and a half after he comes out, the lower Standard in

the April following his arrival, and the higher Standard in the next April; this gives him at once £600 a year, on which, if he is a single man, is very careful, and is at a small station, he can manage to live without getting into debt; but if be be married, or be at all expensive in his tastes, or be posted to a large station, he will almost certainly not live within his means.

In Northern India, and I believe in Bombay, an Assistant cannot hope for promotion to a Joint-Magistracy, (even officiating) for four or five years after he has passed the higher Standard, and it is just this four or five years during which he gets no increase of pay, or gets it in the most tantalizing way for a month or two, only to lose it again directly some senior Civilian rejoins from furlough, that the Assistant will find most trying and most difficult to endure; for when he once gets his Joint-Magistracy, [either by being confirmed (pakka), or by becoming so senior that he ceases to revert from it], on £840 a year, he ought to be able to make both ends meet, unless, as too often happens, he is by that time heavily in debt.

But when he only receives £600 a year, and is perhaps at Allahabad or Meerut, or some other large station, he will find it impossible to join in the amusements and gaieties which may be going on, to pay a heavy house rent, to keep up the establishment of servants, horses, &c., which his position requires, and to entertain moderately, [as he ought to do], on anything like the income which he receives, and which only represents the equivalent of £250 a year in England. These money difficulties often sour the temper, and ultimately injure the prospects of some of the most promising Assistants; and it is a question well worthy of the consideration of the Indian Governments, whether they do not often lose as much afterwards by the diminished energy and efficiency of their officers, as they save originally by retaining the latter for many years on pay, which, according to any fair estimate, does not remunerate them reasonably for the duties which they perform, and does not enable them, by freeing them from pecuniary cares, to devote the whole of their time and energy to the service of the Government. It is impossible to consider here the details of the different modes in which the Govern-

ment could help the young Assistant over his most difficult period of service; but I may mention one plan which has been forced on my own attention from the fact that if it had been then in practice it would have saved me much trouble and anxiety. I mean the practice of providing a residence at each station for each of the officials who form its usual staff; each officer would of course pay rent according to the accommodation he required, and the houses would be adapted to the rank of the occupant. In this way the Government would easily recoup itself the first expenditure for the erection of the buildings, and would confer a great benefit on its own servants by obviating the necessity for building houses at stations where no sufficient accommodation is obtainable. At present officers constantly have to do this, and some have had to do it more than once during their term of service. This leads to their incurring debt, and hampers them during the rest of their career; while they often cannot afford to secure such good accommodation as Government could easily give them for a moderate rent.

[3.] *The Uncovenanted Deputy-Collector* (£300 to £960.)—This officer is, as his name implies, not a member of the Covenanted Civil Service. He is generally a Head Clerk or a Tahsildar who has done good service, and who has been promoted after a long course of years to this, the highest post which an Uncovenanted Officer in the Executive branch can ordinarily attain; but there are a few natives of higher social position, who have become Deputy-Collectors at once per saltum, and a few Europeans who have not been clerks or Tahsildars previously, but who generally owe their appointments to local interest. These are less numerous in the Regulation than in the Non-Regulation Provinces, where they are called Extra-Assistant Commissioners, and where they not rarely succeed in getting into the upper ranks of the Commission after a time.

As regards judicial work, a Deputy-Collector generally takes the same duties as a Joint-Collector*; and he is a Deputy-Magistrate as well as Deputy-Collector, and tries

* I have adopted for use in these pages the name which I have suggested above, as an improvement on the cumbrous phrase "Covenanted Deputy-Collector."

cases according to the powers with which he is invested. But besides this he usually has charge of the District Treasury (under the Collector), and a great deal of the miscellaneous Revenue work is made over to him. He varies more in status than any of the other officers I have described, as he ranges from the newly promoted Tahsildar, officiating for a time, very doubtful about his law and procedure, and only invested with criminal and revenue powers of the lowest grades, up to the veteran Deputy-Collector of the highest grade, of 20 to 30 years service, and exercising the most extensive powers which any one except the Magistrate-Collector of the District can have, *i.e.*, powers of a Magistrate of the 1st grade, and of an Assistant Collector of the 1st grade. If he is of the latter kind, he is often of as much use to the Magistrate as a Joint-Magistrate would be, and in some cases is equally to be trusted; but, if he belongs to the former class, he is often rather a hindrance than a help, as he counts as one of the District staff, and yet has not power to decide any but petty cases, and is not fit to be trusted with anything else if he had the power.

I now pass on to those Officers whose work is connected to a greater or less extent with that of the various Magistrates, but is quite different in kind.

[4.] *The District Superintendent of Police* (£600 to £1,200.)

This Officer is (under the general control of the Magistrate of the District), the executive head of the Police Force of his district. He has under him a body of officers and men proportioned to the size of the District, and composed of Inspectors, Sub-Inspectors, Chief Constables, Head Constables, and Constables; each grade is composed of several classes, and the District Superintendent controls all appointments, promotions, reductions and dismissals up to a certain rank, above which such matters have to be referred to the Inspector-General of Police, the officer who is the head of the whole Police force of the Province. The District Superintendent hears all the reports on crime, discipline, &c., which come in from the various thanas or Police stations, and sends on for orders to the Joint or Assistant-Magistrate in charge of the sub-division, any matters which appear to require the directions of a judicial officer; in cases

of great importance he himself makes a special report of the enquiry conducted by the Police, and he also occasionally prosecutes such cases personally in the Magistrate's Court. He has of course complete control over the internal administration of the Police, such as their posting, clothing, discipline, accounts, arms, leave, &c., and in such matters the Magistrate very rarely interferes.

Soon after the Mutiny of 1857-8, when the Military Police was replaced by the present Civil force, the District Superintendents became almost independent of the Magistrate of the District; but the tendency during the last six or seven years has been to reduce them more and more to a position of subordination, and they are now virtually Assistants to the Magistrate in the Police Department.

They are usually Uncovenanted, *i.e.*, locally appointed officers; but some are officers in the army, and recently two or three Covenanted civilians have held the post. In a few very large stations the District Superintendent has a European officer to assist him, called the Assistant District Superintendent (£240 to £420), who gradually rises to be in his turn a District Superintendent.

[5.] *The Civil Surgeon* (£510 to £1,260.)

This Officer is of course the head medical and sanitary authority of the District. All gazetted officers are attended by him free in cases of illness; he is Superintendent of the Jail and of the Dispensaries of the District; member of the Road [Public Works] Committee and Municipal Committees, and general adviser of the Magistrate in all medical and sanitary matters; he holds post mortem examinations in cases of suspicious deaths, and examines all cases of serious injury and violence, giving his evidence afterwards in that Magistrate's Court in which the case may be tried. As sanitary officer for the District he takes cognizance of any offences against the public health, and brings the and other Sanitary matters such as drainage, epidemics rates of mortality, &c., to the notice of the Magistra or of the superior authorities in the Medical Department.

As Superintendent of the Jail he has charge both medical and executive of all the prisoners in the District Jail, and usually visits it every day. Their clothing,

feeding, discipline. employment, treatment when sick, reception on arrival, and release on completion of their terms of imprisonment, and also to a great extent the construction and maintenance of the Jail buildings are all superintended by the Civil Surgeon; and during his short absences (on duty or leave,) from the station, the Senior Assistant or Joint-Magistrate is generally deputed to perform these duties for him.

[6.] *The Sub-Deputy Opium Agent* (£600 to £1,080.)—This officer has the superintendence of the cultivation and collection of the opium of several districts, and its transmission to the chief Opium depots at Ghazipur and Patna. In each district he has an Assistant Sub-Deputy Opium Agent (£240 to £360) under him, who in time becomes a Sub-Deputy, if competent. In the autumn he travels about to the different villages where Opium is cultivated, and grants the pattahs (leases), or permissions to cultivate, which are necessary before anyone can grow opium. Each cultivator states the amount of land he proposes to put under Opium, and receives a proportionate cash advance from the Opium agent. During the winter this land is generally measured to ascertain whether the cultivator has kept his word, or has fallen short of, or exceeded, the amount he stated. In the following summer the Opium, after being collected from the poppy pods, is carried by the cultivators in earthen jars to the Opium Godowns, or Warehouses, and there it is tested to ascertain its consistency, flavour, and quantity, and the owner is paid in proportion to the verdict given, the amount of the cash advance which he had received being first deducted. All these operations are superintended by the Sub-Deputy Opium agents with the aid of their European assistants, and the whole department is under the Government of Lower Bengal. as the extension of the cultivation of Opium to the Upper Provinces is of comparatively recent date.

[7.] *Settlement Officer's* (£1,500 to £2,400.)—The officers who are entrusted with the assessment of the Revenue, which is to be paid to Government for all land which is not held in absolute freehold, are termed Settlement Officers, and it is their duty to measure and map out all the land in the district, to determine its quality and productiveness, and to assess the amount of the Government demand on it.

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In the Lower Provinces no such appointment exists, as the land revenue is fixed for ever by the Permanent Settlement; but in the Upper Provinces (Punjab, Oudh, and North West) the revenue is only determined for a period of thirty years, and is then re-assessed and adjusted according to the new conditions of the district. It is, of course, generally increased, as improved means of communication and augmented demand for agricultural produce have raised the value of land almost all over Northern India; but in some cases, particularly in Bundelkand [South of the R. Jamna] the demand has had to be diminished in consequence of its being originally fixed too high, and on account of land having been allowed to fall out of cultivation in a long series of bad seasons.

Nearly all the Districts in the North-West Provinces have been resettled during the last fifteen years. and the usual staff of officers employed in a district on this work consists of one Settlement officer, one Assistant Settlement officer, and one or two Settlement Deputy Collectors. The latter are natives and uncovenanted; but the two former grades are always filled (in the Regulation provinces) by Covenanted officers. The Settlement officers are generally from 10 to 16 years' standing, and receive very high pay, in consideration of the responsibility and arduous nature of their duties; but they are generally held by their less lucky confreres in the regular line of the Service to be somewhat overpaid in proportion to the salaries of their contemporaries, who do judicial and district work.

The Assistant Settlement officers (£720 to £1,080) are somewhat junior civilians of from 3 to 10 years' standing, who, under the general superintendence of the Settlement officer, perform the same duties for a portion of the district as he is supposed to do for the whole; but in practice he generally keeps only a part of the district to himself, making over the rest to his Assistants and Deputies, and supervising, and sometimes revising and correcting their work afterwards.

When the settlement is completed, the officer who has effected it writes an elaborate report, narrating all the progress of his enquiry into the value of the lands, the conclusions he has come to, and the reasons for them.

This report generally contains a complete agricultural and revenue history of the district, and is often a most valuable work, and one which aids his successor materially when the next Settlement of the District comes to be made.

[8.] *The Cantonment Joint Magistrate* (£840 to £1,200.)—In all stations in which any considerable body of troops is quartered, the Cantonment, or portion of the station devoted to their occupation, is separated as to jurisdiction (both Civil and Criminal) from the rest of the station, and the officer who has charge of this part is called the Cantonment Joint Magistrate: he is called *Joint Magistrate*, strictly and officially, because he is subordinate to the Magistrate of the District; but in practice he is always called the Cantonment *Magistrate*. He hears all Criminal cases which arise within the Cantonment boundaries, tries all those which are within his powers as a Magistrate, and commits the heavier ones to the Court of the Sessions Judge: on the Civil side he has the powers of a Judge of a Small Cause Court, and generally decides all the simpler kinds of suits where the subject matter of the dispute does not exceed £50.

The Magistrate of the District exercises a general supervision over him, and can remove cases from his Court if he pleases. The Cantonment Magistrate is, of course, a member of the Cantonment Committee, and the Police, Sanitary, Municipal, and other arrangements of the Cantonment are all immediately under his charge. There are two grades of Cantonment Magistrates—the 2nd class on £840 a year, and the 1st class on £1,200: as a rule all begin in the lower class.

[9.] *Educational Officers* (£540 to £1,680.)—These consist of two distinct classes of officials, and they are all posted to the larger stations. In the first class are the Inspectors of Schools (£900 to £1,680), executive officers whose duty it is, under the orders of the Director of Public Instruction (£3,000) to supervise all the schools in the Province and control the Deputy Inspectors, who are natives, and the Head-masters. The second class consists of the Principals (£1,500) and Professors (£600 to £900) of the various Government Colleges. These officers, of course, as their name implies, superintend the management

of the Colleges, and instruct the different classes in the subjects of which they are Professors. They all belong, as a rule, to the Educational Service; but occasionally a Covenanted Civilian is appointed to the Department.

[10] *The District Engineer* (£360 to £780).—At each Divisional Headquarters there is a professional Engineer of standing and experience called the Executive Engineer (£660 to £1,140), who is immediately under the orders of the Commissioner of the Division, and is a sort of Secretary in the Public works department to him. The Executive Engineer has under him, again, a junior officer in each of the 5 or 6 districts of the Division, and this officer is called the District Engineer. He is to the Magistrate of the District what the Executive Engineer is to the Commissioner of the Division. He has the superintendence, and, under the Magistrate, the control of all the public works which belong to the District and are not part of any great imperial work which is carried out directly by the Provincial authorities. He designs and constructs all new roads, bridges, police stations, sub-collectorate offices (Tahsilis), and public buildings generally, superintends drainage and irrigation works, if of minor importance, and carries out all municipal undertakings, unless the municipality is large and important enough to have an Engineer of its own, which is rarely the case except at Provincial capitals.

In each district there is a body called the Road and Ferry Fund Committee, of which the Magistrate, Joint Magistrate, District Engineer, Civil Surgeon, and Superintendent of Police are always *ex officio* members: the rest of the members are composed of respectable and influential natives of the District, who are generally selected by the Magistrate, and who, in most cases, do exactly as he tells them in everything. This Committee has the entire control, under the general supervision of the Local Government, of the funds which are raised in the district for the purpose of constructing roads, bridges, and other means of communication. The Committee has a Secretary, who is generally either the Joint Magistrate or the Senior Assistant Magistrate, and he and the District Engineer have in most cases the practical control of the expenditure and the direction of all works which may be carried out. In

some cases the Magistrate, who is *ex officio* Vice-president of the Committee, is also Secretary, and keeps the management of everything in his own hands; but this arrangement rarely works well, as the Magistrate has so many other calls on his time and attention that he can rarely devote sufficient of either to the public works of the District to enable him to superintend the details with advantage.

[11.] *The Canal Officers* (£300 to £1,140).—In most districts in the North West Provinces, and in many in the Panjab and Oudh, there are special officers belonging to the Department of Public works who are deputed to have charge of all the Canals and Irrigation works in the District. Where these are quite small and unimportant they are usually placed under the District Engineer, but where they are on a large scale, or are in course of construction, they are always under the control of a special officer. The Executive Engineers have charge of a Division of the Canal or of the Irrigation works, and usually reside at one of the large stations, such as Mirath, Kanhpur, Bareli, &c.; and under them are Assistant Engineers, who are in charge of Sub-divisions, and who sometimes live at the Civil station of the district, but often at some outpost on the Canal. Both these classes of officers are generally invested with magisterial powers for the trial of breaches of the Canal law, or other matters relating to their department.

III. *The Subordinates.*—I have now described the Superiors and the Fellow-officers whom the young Civilian will meet in most Indian stations. and there only remain the subordinates, among whom are included all the Revenue, Criminal, and Police Sub-officials; the clerks, record-keepers, readers, and registrars of the various public offices; and in the lowest rank the messengers (chaprassis), orderly constables, village watchmen (chaukidars), &c. I have not space now to do more than just give a list of these, with a few words of description to each.

They may be divided into three classes, according to the *locale* of their employment.

[A.] *The Officials of the Head District Office, or Sadr Kahchahri*, who may be again subdivided into (*a*) those of the Vernacular or native office, and (*b*) those of the English office.

[a.] *The Vernacular Office.*—There is a large number of clerks, &c., in this office, but I can only give the duties of the most important.

[1.] *The Sherishtadar, or native Superintendent,* is the head of the vernacular office, allots the work among his subordinates, and superintends its execution. There is one for the Criminal and one for the Revenue work in each district, and they sit in turn in the Magistrate-Collector's Court, read out to him all papers on which orders have to be passed, record depositions, and examine witnesses.

[2.] *The Peshkar, or Deputy Superintendent.*—There used to be one of these for the Revenue and one for the Criminal side, and they did the same work in the Joint Magistrate's Court as the Sherishtadar did in the Magistrate's, but I believe that under the new system, in which the vernacular clerks work on both the Revenue and Criminal sides of the Courts, the appointments of Peshkars are now merged in those of readers to the Courts In former days the Peshkar superintended the business of the office when the Sherishtadar was away in camp with the Magistrate.

[3.] *The Reader, or Izhar navis.*—Attached to each Court is a native clerk, who acts as a sort of Registrar to the Court: he brings up the cases which are on the file for that day, ascertains if the parties and their witnesses are present, records their deposition in presence of the presiding officer, and reads it out to him afterwards. The comfort and progress of the young Civilian will at first depend very much on whether he has a good man in this post or not. If the Reader is intelligent and painstaking, the young Magistrate will have comparatively little trouble with his cases; he will be helped where he finds it difficult to understand the evidence, and will have points of native custom and manners explained to him; the evidence will be clearly and faithfully recorded, and the witnesses will be examined so as to ascertain what they really know. But if the Reader be careless or corrupt, the Assistant will find his work trebled, and will make much slower progress in mastering it. After a time, and when he begins to know something of his work, he should depend as little as possible on the Reader, should record all the evidence

with his own hand in full, and should not permit the Reader to examine witnesses at all. This is the only safe way of preventing him from taking bribes.

[4.] *The Record-keeper, or Mahafiz daftar.*—This is a superior clerk, who is placed in charge of all the records of the office in a separate room fitted for the purpose. It is his duty to produce any document or file of a case when called for by any of the superior officials, and he receives the cases and other papers from the clerks when they have had final orders passed on them, and arranges them according to their subject, or the locality to which they refer.

[5.] *The Register-keeper, or Maskabar-navis.*—It is this man's duty to keep up all the registers which have to be submitted to the Superior Courts, such as lists of cases decided, tables of attendance of witnesses, and duration of cases, amount of work done by each officer, &c. These are afterwards translated into English, in the English or translating office, and submitted in that form to the Judge, the High Court, the Commissioner, and the Board of Revenue.

[6.] *The Copyist, or Nakl-navis.*—Copies of official records and of documents filed in cases are often asked for by parties interested in them, and it is this clerk's business to make the copies and compare them with the originals, and then, on payment of the proper fees, to make them over to the person who applied for them. His work is superintended by the Record-keeper.

[*b.*] *The English, or translating, office* consists of clerks (often Bangalis) who understand English, and who are employed in translating and transcribing in English many of the returns and documents prepared in the Vernacular office, and in drafting and copying the correspondence which goes on with the higher authorities in English. Mere dockets and short ordinary letters are drafted in the English office, submitted to the officer on whose authority they would issue, and, if approved, are then copied out fair. Longer and more important correspondence is drafted by the officer himself first, and sent to the English office to be copied.

[1.] Of these clerks the chief is *the Head Clerk* on the Revenue side, who is also head of the whole office, and receives much more pay than any of the others. He

manages all the Revenue correspondence, drafts letters, draws out returns, and superintends their preparation. He generally writes English very well, and is quite competent to conduct ordinary correspondence without help. He is often promoted, after some years' service, to be a Deputy Collector, and is then generally placed in charge of the Treasury, as, from his long experience of treasury work while in the English office, he ought to be well fitted for it.

[2.] Next to the Head Clerk is *the Treasury Clerk*, the person who conducts all the correspondence on Treasury matters and keeps all the accounts in English. The Head Clerk superintends the accounts as received from the various Sub-collectorates, but the Treasury clerk, in turn, receives them from him and incorporates them with those of the Head office, which he also keeps. He manages the correspondence with the Accountant-General and the Treasury officers of other districts, and is generally the Money-order Agent, so that in a large district he is always a very hardworked official.

[3.] *The Treasurer.*—This officer does not properly belong to the English office, as he keeps his accounts in vernacular; but it is more convenient to group him under this head with all the rest of the Treasury establishment. He is a very responsible official, as he has the actual charge of all the coin, notes, and stamps, and all disbursements and receipts at the Head office are made by him. He is always a native banker of position and influence, and he has to give security to a large amount for the safety of the treasure committed to his charge. He is assisted by various native clerks, who keep the accounts of the treasury in vernacular, count the coin received or paid out, and manage the sale of stamps and opium.

[4.] *The Criminal Clerk.*—This person is in the Criminal Department what the Head clerk is in the Revenue: he conducts the correspondence, keeps up the Registers, and prepares the calendars of cases committed to the Judge, and the copies of judgments, when these are required, in English.

[5.] *The Road and Ferry Fund Clerk* keeps all the accounts connected with these funds, conducts the correspondence, copies out estimates and plans, and is a sort of

head clerk to the District Engineer and the Secretary of the Funds.

[B.] *The Officials of the Sub-Collectorate Offices, or Tahsilis.*—Only two of these need be specially mentioned, the rest being mere clerks, corresponding to the clerks who perform the same duties in the Head Office, and who have been already described.

[1.] *The Sub-Collector, or Tahsildar.*—This officer is the Head Revenue-official of his sub-division (or Tahsildari) of the District, and he is also a Deputy Magistrate, invested with the powers of a Magistrate of the 2nd or 3rd, and occasionally even of the 1st class. He is to the Sub-division what the Magistrate and Collector is to the District, and the welfare of the sub-division depends almost more on his ability, energy, and integrity than that of the district; depends on the corresponding qualities in the Magistrate-Collector, for if the latter is wanting in ability or energy the deficiency may be made up by his Joint Magistrates, or even his Assistants; but if the Sub-Collector be indolent, there is no one to do his work for him; if he be stupid and incapable, there is no one to keep him straight; and if he be dishonest, there is no one to frighten or detect him. One of the great difficulties of our Indian administration is, that for six months in the year it is impossible, from the climate, for the European officials to travel about in their districts and to visit the outlying sub-divisions. During this six months, if the Sub-Collector of the Tahsili and the Inspector of the neighbouring Police station work well together and are good friends, the population of the sub-division is at their mercy; if they are corrupt, they can plunder, if they are tyrannical, they can oppress, if they are indolent, they can neglect the people committed to them; and it will be very difficult, and almost impossible, for the European officers at Head quarters to detect them. It is only in the cold weather, when the Magistrate and his Assistants can travel about on tour from village to village and hear what every man has to say at his own door, that they have a fair chance of discovering any misconduct on the part of the native officials. Fortunately, open tyranny is much less frequent than it used to be, and corruption to any very serious extent is probably much diminished; but native

officials, even of these higher grades, are very often prejudiced and unfair, and suffer themselves to be swayed by personal motives in the gravest cases. Of course there *are* brilliant exceptions, but I speak of the average Revenue or Police official. The duties of the Tahsildar are to superintend minutely the collection of the Land and miscellaneous revenues, and to ensure their thorough and speedy realisation; to supervise the re-measurement and assessment of lands altered by the annual floods; to try all Revenue and Criminal cases made over to him for trial by the Collector; to inquire into any cases sent to him for preliminary inquiry; to collect annually and arrange in his office the village records which are prepared by the village accountants. or patwaris; to superintend the construction of unmetalled roads; to prepare and forward to the Head office all the accounts of the Sub-Collectorate; and. generally, to carry out all orders which may be sent to him by the Officer in charge of the Sub-division, or by the Magistrate of the District He is also in charge of the treasure. bank notes, stamps. and opium at the Sub-Collectorate office, of the Abkari Godowns or Distilleries, of the Cattle-pounds, and, in short, of all Government buildings and establishments within his Sub-division, except those of the Police. He has the payment of all the Village-accountants, and the superintendence of their training and examinations; he is bound to watch and report all occurrences affecting the agricultural prosperity or health of the Sub-division—such as floods, droughts, epidemics, &c., and he is meteorological observer, sanitary officer, magistrate, revenue judge, police officer, road surveyor and engineer, exciseman, registrar of assurances, and purveyor of supplies (to travelling officials), all rolled into one.

[2] *The Deputy Sub-Collector, or Peshkar.*—This officer is generally one who has served a considerable time in the Head office, and has at last been promoted to a comparatively independent post. He is a man of some importance in his sub-division, and ranks second only to the Sub-Collector. As the judicial duties of the latter confine him a good deal to his office, the Peshkar takes much of the outdoor work, and inquires into Revenue cases, measures lands, assesses the increase and decrease by alluvion and diluvion, looks

after the supplies when any of the European officers are marching through his sub-division, superintends the repair of the unmetalled roads, and reports on damages to crops by drought and flood. If he is an energetic and efficient officer he has a good deal of power and great scope for showing his abilities; and in this case he is sure to be made a Sub-Collector before long; but too often he is an old and worn-out official sent away from the Head office and quietly and respectably shelved in this post; though I am glad to say that this was more often the case formerly than now, for of late years the pay and position of the Peshkars have been much improved, and men of a very good class are willing to take these appointments in the hope of being promoted to Sub-Collectors after a time.

[3.] *The Clerks of the Sub-Collectorate.*—Each Sub-divisional office has a fixed staff of clerks, the chief of which are—(*a*) The Kanungo, or record-keeper. Of these there is generally one to each Parganmah (the smaller portions into which a sub-division is again divided), and they superintend the preparation and testing of the village records, and their arrangement in the Tahsil office. (*b*) The Siaha-navis, or day-book keeper, who enters all sums as they are received. (*c*) The Wasil-baki-navis, or ledger-keeper. (*d*) The Pot-dar, or Sub-divisional treasurer, who receives and counts all monies, and has charge of the treasure, stamps, &c., under the superintendence of the Sub-Collector.

[C.] *The Police and Miscellaneous Officials.*

[1.] *The Court Inspector.*—To each District Head office is attached an Inspector of Police, whose duty it is to superintend all the police arrangements connected with the trial of cases. He sees that the prisoners under trial are brought up from the lock-up, that the witnesses, &c., in the cases to be heard that day are in attendance, that the Head Constables attached to each Court have made themselves acquainted with the Police cases to be tried, and have got all their reports and police papers ready for hearing, and he is in charge of all property connected with the cases, which is temporarily deposited at the office pending their trial. In important Police cases he himself conducts the prosecution in the Court of the Magistrate who tries the case.

[2.] *The Sub-Inspector in charge of a Police Station.*—In the portion of a District made over to an Assistant there are generally 7 or 8 Police Stations, each of which is in charge of a Sub-Inspector, who receives all complaints of offences, inquires into them, either himself or through his Head-Constables, and reports on them to the District Superintendent and the Magistrate. He is also, of course, charged with the allocation of duties, maintenance of discipline, and general control of the police force attached to the Station. If he is an active and intelligent officer he will know all the criminals of his circle, and will generally pounce on the right man, even if his method of inquiry had better not be too closely looked into; and if, besides this, he is fairly honest and tries to do his duty he is one of the chief helps to the Magistrate in repressing crime.

[3.] *The Head Constable of a Court.*—Each Magistrate's court has a Head Constable of Police attached to it, whose duty it is to see that prisoners and witnesses are in attendance, to prosecute in Police cases, to keep up the register of witnesses, prisoners discharged and convicted, &c., and to maintain order in the Courts. He reads out to the Magistrate the daily police reports of crime or informations received, and the special reports on cases under investigation.

[4.] *The native Jailor, or Daroghah of the Jail.*—As I mentioned above, the District Jail, where all short term prisoners are confined, and where long term prisoners are detained till transferred to Central Jails, is almost always under the control of the Civil Surgeon. He, of course, has many other duties to attend to, and a native Jailor is the highest resident officer in the Jail. He is supposed never to leave it without permission, and generally resides at the gate. The whole discipline of the Jail, superintendence of feeding and clothing, distribution of work, teaching, and general supervision of the prisoners is in his hands, and he is often a very energetic and competent official. The Assistant will, of course, only be thrown in contact with him if he acts for the Civil Surgeon as Superintendent of the Jail; but this he is almost sure to do at times.

[5.] *The native Engineer, or Superintendent of Roads.*—In all Districts before the appointment of the present District Engineers, and in many districts still, I believe, the practical supervision and carrying out of the works sanc-

tioned by the Road and Ferry Fund Committee was entrusted to a well-paid, and often very intelligent and efficient native, called by Europeans the "Superintendent," and by natives the "Darogah" of roads.

The Assistant, who is Secretary to the Road and Ferry Fund, has, of course, a great deal to do with this official; for he superintends the laying out and construction of roads, both metalled and unmetalled, the building of bridges, culverts, &c., and the erection of nearly all the public buildings in the district. He has to lead a very active life, as, his chief duty being inspection, he is constantly traversing the district in all directions. Besides this, he has to keep all the accounts of expenditure on public works, to pay all labourers and under servants, and to take charge of all plant and tools.

I think I have now mentioned, and more or less described, all the Officials, both native and European, with whom the young Civilian is likely to be brought in contact, and I shall now give a short account of the Miscellaneous duties which he himself will be called on to perform, and which I alluded to on p. 85, but left to be described afterwards.

Chapter IV.

Origin of the Service and Miscellaneous duties.

The Indian Civil Service originated, as is well known, in the establishment of factors and clerks which the East India Company found it necessary to maintain in India for the management of their mercantile affairs and the conduct of their correspondence. From the time of the establishment of the first English factories in Calcutta (1634), Madras (1628), and Bombay (1664), down to the assumption of the Diwani, or Civil Government of Bengal by the East India Company in 1765, the duties of these factors and clerks had been purely mercantile: they were the agents of the Company in all its transactions with the natives; they received the cargoes of goods sent out by the Company from England, distributed them to the various godowns, or warehouses (which soon extended far up the country), and superintended the sale of them in detail to the native buyers, and the purchase, in return, of the country produce which was to be sent down to the Presidency town, and thence to England on board the same ships which had brought the English cargo out. But from 1765 a great change took place in their duties. As their Masters, the great Company, had assumed the government of the country, they necessarily took on themselves the character of Governors, and little by little the whole work of the administration fell into their hands, with the exception of Civil justice, which has always been, and is to this day, chiefly carried on by natives of the country. Their chief duties were no longer the cheap purchase of the productions of India and the advantageous sale of the English cargoes; they were entrusted with the assessment and

realisation of the land revenue, with the maintenance of peace and order, the administration of the police, and the decision of all criminal cases; and it was not long before the undefined, though effective, powers possessed by the officers of the dying Moghul empire passed entirely into their hands, and they became in name, what they had long been in reality, the political governors and administrators of the greater part of India. From that time they have performed not only all the duties usually entrusted to a Civil Service in a European country, but the higher political and diplomatic work which is there generally performed by Ministers, and which our intercourse with our great native feudatories and the neighbouring independent countries, often but semi-civilised and with very imperfect forms of government, renders peculiarly difficult and onerous in India. It is not too much to say that the Foreign Secretary to the Government of India (a Competition Civilian of 20 years standing) has duties almost as complicated and important as those of the Foreign Secretary in the English Government, and has often points of oriental etiquette and conduct to decide which would drive a Chesterfield or a Stanley to despair, and which, though they may seem frivolous to us, are momentous to the last degree in India, where they may at any moment decide the issues of peace or war.

It is not easy to trace the gradual steps by which the small groups of merchants, factors, and writers gradually grew into the powerful body of governors, judges, and magistrates, as the assumption of the Diwani, in 1765, is almost the only landmark which stands out boldly in the steady progress of the Company's officials towards political supremacy. For many years they continued to combine their mercantile duties with their judicial and administrative functions, and it was only in 1833, when the trading powers of the Company were abolished, that their Civil Servants entirely ceased to have any business relations with the natives of India whom they governed, while it was later still before the traces of mercantile traditions which had previously prevailed in the Service were obliterated, and, even at the present time they have not entirely disappeared. The last relic of the old commercial system is still seen in the

Opium Agents of Behar and Benares and their deputies, who purchase the raw drug from the cultivators in the various districts, and superintend its manufacture and transmission to Calcutta and its sale there to the China and other merchants. Even to this day the Collector and Magistrate of a District is *ex officio* a Deputy Opium Agent, and the real Deputies are for this reason called Sub-Deputies, though the nominal Deputies have long since ceased to perform any duties in connection with their sinecure.

But though duties of this kind have entirely passed away from the Civilian of the present day, he is by no means solely a judicial officer, and the decision of Criminal and Revenue cases often forms only a small part of his work, particularly when he gets into the higher grades of the Service and becomes a Magistrate and Collector of a District.

I propose now to give a short description of each class of these Miscellaneous duties, so that it may be seen how multifarious and onerous the work of an Indian Civilian is.

There are at least thirteen classes of work besides the Judicial, and I may have omitted others; these are—

[1.] Treasury, or Financial.
[2.] Police.
[3.] Municipal and Cantonment.
[4.] Public works.
[5.] Jails.
[6.] Land Revenue.
[7.] Settlement.
[8.] Miscellaneous Revenue (Excise, Stamps, Customs, and Opium.
[9.] Registration.
[10.] Educational.
[11.] Political.
[12.] Agricultural.
[13.] Government Advocacy.

In many cases I have already spoken of these duties while describing the officials and subordinates of the Station; and in such instances I shall dwell on them but slightly in this chapter, as the duties will be found described under the name of the official whose designation refers to them.

[1.] *Treasury, or Financial.*—As Treasury officer, the Assistant has charge of all the accounts of the district Head office, and of the sub-offices at the Sub-collectorates; all disbursements are made on his authority, and no receipts are finally credited without his orders; he is in charge of the Government treasure, and pays the salaries of all the Government officials, who, as a rule, draw pay-bills on the Treasury, countersigned by the head of their office; he remits treasure to other treasuries when he has a surplus of receipts over expenditure, or receives remittances from them when the reverse is the case; all correspondence with the Accountant-General of the Province, and with the purely Financial authorities, passes, as a rule, through him; he draws bills and drafts of various kinds on other treasuries, and honours their drafts on *his* own; and, finally, he is the authority (for the District only, of course,) who interprets the rules of the Financial department, and determines what rates of pay and what extra allowances (for travelling, deputation, &c.) each official is entitled to receive, and whether any application for pay, leave, &c., can be granted or must be refused.

These duties, though very responsible and onerous, are, to a great extent, of a routine nature; as the rules under which they are conducted are all very minutely and rigorously laid down by the superior financial authorities, and on this account the Treasury is very often made over to a young Assistant directly he has joined his station; and, with a good head Treasury clerk and an ordinary station, he will not find much difficulty in performing the duties after the first few weeks, though at first he will feel very helpless and very much at the mercy of his subordinates (the Head clerk and Treasurer), as he really is till he has acquired sufficient knowledge to check them and test their statements. As every Assistant must have been in charge of a Treasury for a considerable period (six months is now the time, I believe) before he is qualified for promotion to a Joint Magistracy, and as a good knowledge of Treasury work and the rules of the Financial Department will be absolutely necessary to him when he becomes a Magistrate-Collector, it is very desirable that he should set to work at once, while he is fresh and energetic, and acquire the requisite

familiarity with them, though the duties are generally felt to be monotonous and somewhat irksome, rather than, by postponing the task, to let it be always a sword of Damocles hanging over his head, ready to fall on him at the Standard examinations, or whenever he gets into any responsible situation.

[2.] *Police.*—The Assistant will but rarely have any purely police work to do; but all his Criminal work is mixed up with Police matters, and it is absolutely necessary that he should be well acquainted with the law relating to them, and the rules of the Department. The Head Constable in his Court will read to him every day all the portions of the diaries [which are sent in from the Police stations], which seem to require the orders of a Magistrate, and also the special reports of crimes which have, or are alleged to have, occurred, and which are being then enquired into. These special reports are sent in every day or every other day while the enquiry lasts, and the Assistant in charge of the Police sub-division passes his orders on them, directing the enquiry to be prosecuted with more vigour, or to be dropped as the case may be; ordering the persons who have been charged or arrested to be sent in in custody, or to be released; and pointing out any special points to which the attention of the Police should be directed, or on which their efforts should be concentrated. These are his chief Police duties in Court, and while he is in the station; but when he is out in camp in the winter he is expected to make himself acquainted with the character of his Sub-Inspectors; to inspect the Police stations, to see that the buildings are in good order, and the men attentive and at their posts; to look after the village watchmen [or chaukidars], to enquire about absconded offenders and notorious bad characters; and, generally, to act as an Assistant to the Magistrate in the Police, as well as in every other department. Of course many of these duties fall more especially to the share of the District Superintendent of Police; but still the Assistant should always keep them in mind, and particularly so, when he is visiting a part of the District which the Superintendent of Police has not visited that winter, or will not visit for some time.

[3.] *Municipal and Cantonment.*—In nearly, if not quite,

every town which is the head quarters of a District, and in many other towns besides, there are Municipalities which have very considerable governing power within their own local limits. No one can construct, alter or demolish any building without their permission; they superintend the Police, Sanitary, Educational, and other matters relating to the town, they are charged with the assessment and realization of the taxes from which all Municipal expenses are met, and they include in the subjects with which they deal all those which are purely local as opposed to those of District or Provincial interest.

The Commissioner of the Division is generally the President of the Municipal Committee, the Magistrate-Collector is Vice-President, and one of the Joint Magistrates or Senior Assistants is Secretary. The Members are partly official and partly non-official; the former comprise the Civil Surgeon, District Superintendent of Police, Joint Magistrate, &c., while the latter are composed of the best known and most influential natives, or non-official Europeans of the place.

The Assistant, as Secretary, has to draw up the minutes of proceedings, supervise the accounts, and conduct the correspondence. He has also a good many out-of-door duties to perform, such as examining sites and buildings, deciding on the spot disputes as to houses or land, and inspecting and prohibiting nuisances, or anything forbidden in the Municipal Bye-laws.

[4.] *Public Works.*—As Secretary to the Road and Ferry Fund Committee, the Assistant will have similar duties to those just mentioned, and he will have to inspect and superintend roads, bridges, and public buildings all over the District. He has under him the Superintendent of Roads, or Overseer, and the District Engineer now takes a good deal of the work off his hands, but he still remains responsible for the accounts and much of the correspondence.

[5.] *Jails.*—Whenever the Civil Surgeon is away from a station from any cause the Joint Magistrate, or the Senior Assistant is put in charge of the Jail. The duties are described under the head of "Civil Surgeon" and of "Jailor" *(ante,* p. 100 and 112).

[6.] *Land Revenue.*—Besides his judicial duties in con-

nection with the Land Revenue, the Assistant has a multitude of miscellaneous functions to perform, arising from the fact of the Government being the great landlord of the soil in India. He has, first, to superintend the collection of the revenue, and the insuring the realisation of it from those who are unwilling, or partially unable, to pay; to test the accuracy of the village papers which record the revenue due to Government by each landholder, and the rent due to each landlord by his tenant, as well as the share of the surplus profit (after paying the Government revenue) to which each shareholder in the village is entitled; to enter or strike out the names of shareholders from the Government register, as they succeed to, or cease to hold shares; to hear and pass orders on all the miscellaneous applications and petitions which come up from the Sub-collectors about the management of their Sub-collectorate in every possible matter; to appoint, suspend, or remove the village accountants who prepare the above papers, and to see that they are properly trained and examined; to appoint or recommend the appointment or dismissal of all the clerks and ministerial officers of the Sub-collectorates; and, lastly, to pay more or less attention, as time and inclination may permit, to the agriculture, arboriculture, cattle and horse-breeding, cotton, archæology, natural history, geology, and meteorology of his sub-division.

[7.] *Settlement.*—As special officers are appointed for the settlement (assessment of land revenue) of a district (whose duties have been described under the head of "Settlement Officers" at p. 101), the Assistant will not, unless he be appointed to the Settlement Department, have any Settlement duties to perform, except those arising from the increase or decrease of the area of his district by alluvion and diluvion during the rainy season. But these are always of considerable, and sometimes of very great, importance. At the end of the rainy season in each year (about October) the Sub-Collectors send in reports as to what villages in the district have received any increase or suffered any diminution in the area during the rains. These villages are, of course, only those situated along the banks of large rivers, but the amount of change caused in one rainy season is sometimes enormous, and would hardly be believed in any but a tropical climate. The Assistant's duty is to make

himself thoroughly acquainted with the circumstances of each village by means of the reports of the Sub-Collectors, and then, in all cases of disputed right to the land which has been added to or subtracted from the village area, or in any in which he sees reason to doubt the accuracy of the measurements of area, or of the valuation of soils, to proceed to the spot during the ensuing winter, and determine all these points himself. It is usual in most districts to do this only once in three years for each village, unless there has been some very serious change in the meantime.

[8.] *Miscellaneous Revenue.*—Under this head is included the revenue derived from Stamps, Excise, Customs, and Opium.

[*a.*] *Stamps.*—It is the duty of the Assistant to see that in all cases which come before him the provisions of the law relating to stamps have been carried out, and that no papers are unstamped (which should be stamped) or insufficiently stamped; that the penalties or fines in these cases are exacted, and the document impounded or properly stamped, as the case may be. Where a fraudulent motive is suspected, the offender is handed over to a Criminal Court for trial, but in most cases the exaction of the penalty or the rejection of the document is in itself a heavy punishment.

[*b.*] *Excise.*—The Deputy-Collector is, perhaps, most often charged with the duty of superintending the Excise, or Abkari, of the district, but it will often fall to the lot of an Assistant, who will then have to supervise the farming or management of the distilleries, the licensing of the vendors, the granting of permits, or passes, for liquor, and the prevention of illicit distillation. The sale of bhang and other intoxicating drugs is included with that of all spirituous and fermented liquors in the matters with which the Excise department has to deal.

[*c.*] *Customs.*—It is only at seaport towns, of course, that the Civilian can have anything to do with Sea Customs, and the Inland Customs are supervised by uncovenanted officers belonging to a separate department. As a Magistrate, the Assistant will very often have to try offenders for breaches of the Salt law, and he must, of course, be well acquainted with it; but, as Assistant-Collector, he will rarely have

anything to do with the Customs department, unless it be to report on any change in the stations of their officers, or in the Customs line, or to inquire departmentally into any disagreements between the Revenue and the Customs subordinate officials which sometimes occur.

[*d.*] *Opium.*—Although he is, *ex officio*, an Assistant to the Deputy-Opium Agent (the Collector), the young Civilian will but seldom have any duties to perform in connection with this department except to give any assistance which may be required to its officers, whose duties are described under the head of "Opium Agent" (p. 101).

[9.] *Registration.*]—All documents relating to the transfer, hypothecation, &c., of immovable property *must* be, and most documents relating to movable property *may* be registered in India before a public officer, who ascertains the fact of the execution of the documents by the parties purporting to have executed it, records their attestation and his own verification of it, and retains a copy of the deed among his official records. In each district the Civil Judge is the Registrar, and the Sub-Collectors are the Sub-Registrars. As a rule a Civilian in a Regulation district has no registration duties to perform; but in certain districts or in the absence of the Judge, he is sometimes charged with them; and he is supposed in his general superintendence of the Sub-Collectors to see that they perform properly these duties, as well as all their many other functions.

In some cases, from sex, age or infirmity, the persons who have executed the document cannot appear before the registering officer, and their execution of it has then to be proved by two witnesses who are personally known to the Officer, or known by some one else who is known to him. In such cases it is of course necessary to guard against fraud, as instances have occurred where documents have been registered and attested as having been executed by persons who had really never seen them, and whose rights were seriously affected by them.

[10.] *Educational.*—There is an Educational Committee in each district of which the Assistant or Joint-Magistrate is generally the Secretary. It is composed of the same official members as the other Committees, with the addition of the Deputy Inspector of Schools and the Headmaster of

the District School. The Secretary has to see to the realization of the School cesses; the correspondence with other districts, and with the superior Educational authorities; the general arrangement and distribution of schools in the district; and particularly all their financial matters. The detailed work of inspection, and of the appointment of masters, examination of scholars, &c., is done by the Deputy Inspector; but the Secretary is supposed to know all that is going on, and to be more or less responsible for the Educational progress of the District.

[11.] *Political.*—A Civilian's duties are called political when they relate to any independent or semi-independent state, or to intercourse with any native prince or chief, who may be resident near or a traveller through the District. For instance, if a Raja is about to pass through a district the Assistant may be told off to meet him at the boundary of the district, or outside the Station, according to his rank, and to escort him as Civil Officer while he is in the District or Station. The providing him with suitable accommodation and vehicles or horses for his journey; the giving of directions for a salute to be fired if at a Military Cantonment, and if the visitor be entitled to one; the introducing him to any natives or Europeans he may wish to see; and the showing him any places or sights of the neighbourhood may all fall to the lot of the Assistant, if the Chief be of sufficiently high rank to require it. There are of course many other duties connected with the extradition of criminals, and the arrangement with native states of such matters as customs, octroi, mutual jurisdiction of courts, transit of mails and passengers, &c., which are of a political character, but an Assistant has not often anything to do with these, as they are managed by higher authorities.

I should wish to say a word or two here on a matter which belongs specially to this subject, and which, though in European eyes it may seem trivial, is really, in relation to Orientals, of very considerable importance. I refer to the necessity of a *uniform* for the members of the Indian Civil Service. The matter has been disputed over and over again *ad nauseam*, and at last it was decided by the late Lord Mayo, in 1870 or 1871, that a uniform was desirable and necessary; and I believe even the pattern of it was decided

on; the expected sanction of the Secretary of State was however withheld, and nothing has since been done in the matter. The reasons why I think Lord Mayo's decision was right are, that at present a Civilian, unless he is posted to the Political Department, or is in the Secretariat, has no uniform or public dress of any kind; that on many occasions, such as escorting natives of rank, meeting the Viceroy or other high officials, attending a durbar or a levee, controlling a crowd or quelling a disturbance, it is extremely desirable that a Civilian, who is often an official of the highest rank, should be distinguished by some "outward and visible sign" from other Europeans who *may* be mere passers-by, and at any rate are not invested with any authority.

To see the Commissioner of a Division in an old shooting coat and a battered wide-awake, escorting a native Chief of high rank, or a member of the Board of Revenue, and the District Judge, receiving a Governor-General on his entry into a Province, their costume being a shabby and threadbare evening dress, which would perhaps pass without criticism in the somewhat dim light of an Indian drawing-room, but which on the platform of a railway station at 6 a.m., in brilliant sunlight, gives one the idea that Indian officials are in the habit of making their dress clothes last during the term of their service in India, is hardly calculated to impress an Oriental with respect for us or even to inspire any feeling of admiration in a European foreigner.

In cases of riots or even of great processions and crowds, the necessity for a uniform for the controlling officer is even more apparent, and the possible consequence of its absence much more serious. The uniform may be as simple as possible, and the undress might be merely a scarf and a helmet, but a *uniform of some kind* is extremely desirable; and any nation but ours would have had it a century ago; it is only the English who have such a morbid dread of anything but a black coat, and in India we should hardly dress for the English alone.

[12.] *Agricultural.*—If there is a Government Model Farm at his station, the Assistant will probably be placed in charge of it, and he will most likely have the Government Garden (Sirkari bagh) in the station made over to him. He will often have to report on the state of the cotton, grain,

and other crops; to ascertain whether timber is increasing or diminishing in his district, and to superintend the planting of timber trees and the distribution of timber and other seeds. In short if he adds to his other qualifications that of a scientific agriculturist it will be all the better for him.

[13.] *Government Advocacy.*—In most criminal cases which are committed by a Magistrate to the Court of Session (District Judge), a Civilian is deputed to conduct the prosecution on the part of Government. He has, of course, to make himself acquainted with the facts of the case, to narrate and explain them to the Judge, to examine and cross-examine witnesses, and to conduct the case generally, in the same way as a barrister does in England. In complicated and serious cases this is very often a matter of considerable difficulty, and one requiring much knowledge of the law, and of native character and languages.

An Assistant may sometimes have to prosecute a case for Government before a Magistrate, or to assist in its prosecution before the High Court of the Province; in the latter case he is helped by the Government advocate, who is a barrister.

I have now enumerated, as far as I can, the different kinds of work besides Judicial which fall to a Civilian to execute; and, numerous and important as they are, it must always be borne in mind, that his *judicial* duties are his main ones to which most of his time is devoted; and he is supposed to perform his Financial, Police, Municipal, Engineering, Jail, Revenue, Registering, Educational, Political, Agricultural, and Forensic functions in the few spare moments he can snatch from his judicial labours. With regard to the question of amount of work it is right to say that work varies very much in different districts, but that it is quite exceptional for a Civilian not to get rather more than is good for his health, or for his chances of distinguishing himself in any other pursuit; while in all districts work is increasing rapidly year by year.

Chapter V.

The Standard Examinations.—Preparation, Rules, and Subjects.

The Assistant, as soon as he has settled down in his place in his new station, and has got a little used to his work, is soon reminded by his Magistrate, or by the talk of his fellow officials, that the Examinations are impending over him; and that he has not got any time to lose in preparing for them; so, though generally with some reluctance, and with a decided feeling of dislike to recommence the process of cramming, which he had probably fondly hoped was over for ever, when he opened that envelope from the Civil Service Commissioners, which told him to his delight that his name would appear in the list of candidates successful at the Final Examination, he generally, if he is wise, settles down to steady work for the "Standards" about the beginning of the new year. In working for these examinations he will meet with a new difficulty which he never encountered in England, that of having the greater part of his available time occupied by official duties which leave him, after due allowance for exercise, recreation, and meals, the very scantiest modicum of leisure which he can give to preparation for the examinations.

If he rises about seven o'clock (and the winter is quite cold enough, in Upper India at least, to make it very unpleasant to rise earlier), eats his chota haziri or little breakfast, has his morning ride, and perhaps does a little shooting, it will be well past eight o'clock before he returns to the house, and he has only then two hours for work before he must dress, breakfast, and go to office; for even with an indulgent Magistrate, he cannot appear there much later than eleven o'clock. It is these two hours which he must devote

steadily every day to preparing for the examinations; for even if he gets light work in Kahchahri (Cutchery), as he probably will do at first, he will not get out of his office on most days before three or four o'clock; and at that time of day, and after four or five hours steady work in office, he will not feel inclined to go home, and sit down to more work of a still harder and more repellant character; and, indeed, it will be better for him if he does not, and if he gives up the rest of the afternoon to cricket, racquets, shooting, or any other sort of out-of-door amusement he may be fond of. If he works steadily two hours every morning from January to April, and takes advantages of holidays and days when he has but little work in office, he will almost certainly pass the lower standard that year; but if he wishes to pass the Higher Standard at the first attempt, he must work harder than this; for all the Revenue law, and the circulars and rules of the different departments will be so strange to him that he will find it very hard to acquire the necessary knowledge in a short time; so if he is ambitious, and aims above the Lower Standard, he must make up his mind to work again in the evening, at any rate for the last two months. This evening toil is not at all pleasant, for after a fair day's work in office, a good game at racquets afterwards, and a dinner with his Magistrate or his Judge, the young Civilian will feel much more inclined to smoke quietly, or to take up a novel or magazine, than to learn up definitions from the Penal Code, or to understand (if he can) and digest the circulars of the Board of Revenue.

However, if he means to pass by the Higher Standard at once, and so be eligible for any promotion which may happen to fall in, he must "scorn delight and live laborious days;" and when others are chatting over their cheroots, he must be committing to memory the definitions of "Dacoity" or of "Lurking house trespass by night," or traversing with doubt and hesitation the pathless mazes of a "Batwara" (division of shares in a village), or a Dakhil-kharij ism-farzi (fraudulent substitution of names.)

He will find in the Penal Code, the Criminal Procedure Code, the various Acts of the Government of India mentioned below, the Revenue and Rent Acts, the circulars of the High Court and of the Board of Revenue, and the

rules of the Police, Excise, Registration, Jail, Financial and other departments, the chief sources of information on his future duties; and he will be rather embarrassed by the copiousness and richness of the supplies from which he is to draw his knowledge, than by any deficiency in quantity or any difficulty in ascertaining their sources. I now subjoin in full the "*Rules for the Examination of Junior Officers serving under the Government of the North-Western Provinces*," issued in February of this year; the Rules for other Provinces are so similar that by making the necessary changes in languages, these regulations apply almost equally to Civilians in any other part of India; and I have appended notes to them wherever it appeared to me to be necessary.

Rules for the examination of the Junior Officers serving under the Government of the North-Western Provinces.

1. *Date of examination.*—An examination will be held at least once a year,[1] taking place (unless otherwise ordered) at Divisional Head-quarters, on such date as may be fixed by Government.

2. *Central and Divisional Committee.*—The examiners consist of—I., a Central Committee, appointed each year by Government, consisting ordinarily of the following officers:[2]

[1] A Member of the Board of Revenue, President.
[2] The Director of Public Instruction,
[3] The Commissioner of Excise and Stamps,
[4] The Inspector General of Police or one of the Deputy-Inspectors-General of Police,
[5] The Chief Engineer or one of the Superintending Engineers of the Irrigation Department,
[6] The Secretary to the Board of Revenue,
[7] The Government Advocate,
[8] The Small Cause Court Judge of Allahabad,
[9] The Under or an Assistant Secretary to Government, as Member and Secretary;

and II., of a Committee for each Division, consisting, unless otherwise ordered, of the Commissioner as President, the Judge, and the Magistrate of the District. The general conduct of the examination rests with the Central Committee. Any disputed question is settled by a majority of the Members, the president of the Committee, whether Central or Divisional, having a casting vote.

3. *Subjects of Examination.*—The subjects of examination are as follows:—

I.—The judicial[3] examination shall consist of two sub-heads,—(1) a paper in judicial law and proceedure; and (2) a case[4] to be set by the Divisional Committee.

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1. Twice a year in some provinces, generally in April and October.
2. These differ in different Provinces, but they generally consist of the Heads of the various Departments, with a Judicial Officer and an Under Secretary to Government.
3. "Judicial" includes Criminal and all other law except Revenue law.
4. This is always a Criminal case to be decided under the Penal Code.

II.—The revenue examination shall consist of two sub-heads,—(1) a paper in revenue law and proceedure; and and (2) a case[5] to be set by the Divisional Committee.

III.—The police examination shall consist of a paper in police law and procedure.

IV.—The examination in vernacular is divided into four sub-heads :—

(1) Translation.
(2) Dictation.
(3) Reading — (*a*) Urdu, (*b*) Hindi.
(4) Conversation.

V.—Cantonment Law.[6]

VI.—Canal Law.[6]

4. *Functions of Central and Divisional Committees.*—The papers in the judicial and revenue departments, in police, cantonment, and canal law, and in two branches of the vernacular (translation and dictation), are prepared and marks therein allotted by the Central Committee. The judicial and revenue cases, and the Urdu and Hindi papers to be read, are selected by the Divisional Committee, who will allot the marks for these subjects[7] and for Conversation.

5. *Schedule of subjects of examination.*—A schedule of the subjects of examination from which the papers in the judicial and revenue departments, in police, and in cantonment and canal law may be set is appended hereto, and this schedule may be added to or otherwise amended from time to time by the Central Committee. The schedule is only meant for the general guidance of candidates, and does not preclude the examiners from asking questions in law or practice not included therein.

6. *Cases.*—The examination in cases is thus conducted :—The vernacular records of two cases (the criminal case being such as usually comes before a Magistrate of the first class, and such as may involve a punishment of two years or more; and the revenue case being a case under Section 100, Act. XVIII. of 1873) are read out by a native official.[8] Where

5. A case under the Revenue and Rent Acts.
6. Civilians do not have to pass in these subjects.
7. The answers in these subjects are not sent on to the Central Committee as those in the other subjects are.
8. In Hindustani in the North-West Provinces.

practicable, the cases shall be read to each examinee separately or to small batches. The examinee must write his notes of evidence as the reading proceeds, as he would do were he actually trying the case. At the conclusion of each case, the examinee, who may refer to his books, must write (Europeans in English, natives of India in Urdu or English as they prefer) a judgment on the question or questions at issue, with a statement of reasons.[9] It will be for the Divisional Committee to decide—(1) if in asking questions concerning the record the examinee showed gross ignorance[10]; (2) if the judgment is in accordance with the evidence and with the law on the subject, or is clearly illegal[11], and such as would call for censure from an Appellate Court in actual practice.

7. *Reading*—(*a.*) *Urdu.*—In order to pass in reading in Urdu the examinee must read aloud, with tolerable fluency, two papers which he has not seen before, taken at random from the records of a Magistrate's or Collector's office, and written in an ordinary legible Urdu running-hand[12], and must explain their meaning.

8. *Reading*—(*b.*) *Hindi.*—In order to pass in Hindi the examinee must decipher with fair accuracy half a dozen lines taken at random from a set of patwari's papers[13], and must explain their meaning.

9. (*c.*) *Conversation.*—In order to pass in Conversation the examinee must be tested in talking with one or more natives[14] in such a way as to show that he can understand and make himself understood by ordinary natives, both in common conversation and in the course of business.

10. *Officers to be examined.*—The officers to be examined are:—

1. Assistant Magistrates and Collectors.

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9. And in Revenue cases must, I presume, frame the issues.

10. He need not, of course, ask any questions at all, but if he does and shows ignorance, it will count against him.

11. Or contrary to the evidence.

12. In the Shikastah or broken character.

13. In the Nagri character.

14. Generally two; one a messenger or servant or village accountant who speaks more or less in Hindi, and the other a clerk or educated native, who speaks Urdu, *i. e.* Hindustani.

2. Assistant Commissioners.[15]
3. Extra Assistant Commissioners.[16]
4. Deputy Magistrates and collectors.[17]
5. Cantonment Magistrates.
6. Irrigation Officers.
7. Police Officers.
8. Tahsildars.[18]
9. Any other persons specially authorised by Government to present themselves.[19]

11. *Subjects of examination for different Officers.*—Assistant Magistrates, Assistant Commissioners, Extra Assistant Commissioners, and Deputy Magistrates and Collectors are required to pass in the first four branches of the Examination (*i e.*, in all the branches except cantonment and canal law); of these, the first and second—the judicial and revenue departments—must be passed by the Higher Standard; the other two—police and vernacular—by the Lower Standard. Cantonment Magistrates are required to pass by the Higher Standard in the Judicial Departments and Cantonment Law, and by the Lower Standard in Police and Vernacular, except Hindi. Irrigation officers are required to pass by the Higher Standard in the paper on canal law, and by the Lower Standard in vernacular. They will, however, be exempted from examination in vernacular if they have already passed the departmental standard examinations, in accordance with para. 25, section 4, chapter II. of the Public Works Code. Police officers are required to pass in police by the Higher Standard, and by the Lower Standard in vernacular, except Hindi. Tahsildars are required, in order to be made permanent, to pass in revenue by the Lower Standard. Native candidates, whose language[20] is

15. In Non-Regulation Districts corresponding to Assistant Magistrates in Regulation Provinces or districts.

16. In Non-Reg. Districts corresponding to Deputy Collectors in Regulation Districts.

17. Uncovenanted.

18. Sub-Collectors.

19. These are generally Peshkars or Deputy Sub-Collectors, who are aspirants for a Sub-Collectorship, and who, if they pass then, need not pass again if made Sub-collectors within two years.

20 *i.e.* whose *native* language. Most Tahsildars are up-country natives, *i.e.* Hindustanis or Panjabis, but a few are Bengalis, and these have to pass in vernacular, *i.e.* Hindustani.

the vernacular of the North-Western Provinces, need not be examined in vernacular, except in Hindi; but those whose language is not the vernacular of the country, must be examined in all sub-heads of the vernacular branch like European officers.

12. *Passing in Separate Branches.*—A candidate may pass in any of the six branches :—

The examination in these branches can only be passed in its entirety. A candidate failing, for example, in the judicial case must be held to have failed in judicial altogether.[22] Similarly, a candidate failing in reading must be re-examined in all branches of the vernacular. The judicial and revenue papers of candidates who have failed in cases, and the translation and dictation papers of candidates who have failed in some other branch of the vernacular, need not be forwarded by the Divisional to the Central Committee.[23]

13. *Standard of Examination.*—There are ordinarily two standards for passing each branch of the examination,—the Higher Standard and the Lower Standard. In order to pass by the Higher Standard in any branch, a candidate must gain two-thirds of the full marks allotted to each subject in that branch; in order to pass by the Lower Standard in any branch, he must gain half marks in each subject. In the vernacular, however, there is no Higher Standard; the candidate who gains half marks passes in that branch. A candidate who has passed by the Lower Standard in the judicial or revenue departments is not required to pass in cases[24] again when he presents himself for the Higher Standard.

The total number of marks for each subject is as follows:

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21 *i.e.* for a Civilian, any of the first four.

22 *i.e.* in the judicial written paper on law and procedure, as well as in deciding the case.

23 The papers which, under Rule 4, would be forwarded to the Central Committee, need not be so forwarded, if the candidate has failed in one of the other subjects in which his fate is decided by the Divisional Committee, for he is then already rejected.

24 That is, in the Case in that department in which he has already passed, whether Revenue or Judicial.

Judicial department ...	120 (100 for the papers and 20 for the case).
Revenue department ...	ditto ditto
Police	100
Vernacular	100 (20 being allotted for each of the five sub-heads).
Cantonment law	100
Canal law	100

14. *Officers when to Present Themselves for Examination.*—All officers of the classes named in para. 10 (except Irrigation officers) who have held their appointments for six months,[25] must present themselves at every examination till they have passed by the standard applicable to them; and they will not be eligible for promotion till they have so passed. Any officer who has failed in three successive examinations will be reported for the special orders of Government, and will be liable to lose his appointment.[26] Irrigation officers will not be eligible for magisterial powers till they have passed the examination in canal law. Tahsildars will not be eligible for magisterial or revenue powers till they have passed by the appropriate standard in the judicial and revenue departments

15. *Time of Examination.*—The examination will usually extend over four days, as follows:—

1st day,—The judicial department, including case.

2nd day,—Revenue department (including case), and cantonment law and irrigation papers.

3rd day,—Police.

4th day,—Vernacular.

Three hours will be allowed for each of the papers, except translation, for which two hours only will be allowed. The time to be allowed for the two cases, dictation, reading, and conversation, will be at the discretion of the Divisional Committee.

16. *Report of Divisional Committee.*—The Divisional Committee will forward their report to the Central Commit-

25 In the case of a Civilian, from the date of his being gazetted an Assistant Magistrate and Collector.

26 This rule has never been applied to Civilians, who cannot be removed from the Service except with the sanction of the Secretary of State.

tee. The report will contain the names of the examinees, and the marks allotted in the subjects reserved for the decision of the Divisional Committee.[27] The papers of answers in the questions set by the Central Committee will also be forwarded.[28] These answers must be legibly written on one side only of each sheet, and distinctly signed.

17. *Report of Central Committee.*—The Central Committee will forward their report to Government, showing what candidates are considered to have passed in the various branches, with a statement of marks.

18. *Investment with Powers on passing by the Lower Standard.*—An Assistant Magistrate or Commissioner who has passed by the Lower Standard in the judicial and revenue departments, and has qualified in vernacular, and who has exercised the power of a Magistrate of the third class for six months, will ordinarily be invested with the power of a Magistrate of the second class, and will be entitled to Rs. 450 per mensem.[29]

19. *Investment with Powers on passing by the Higher Standards.*—An Assistant Magistrate or Assistant Commissioner who has passed by the Higher Standard in the judicial and revenue departments, and has qualified in police and vernacular, and who has exercised powers of a second class Magistrate for six months[30] will ordinarily be invested with powers of a Magistrate of the first class, and of a first class Assistant Collector, and will be entitled to Rs. 500 per mensem.[31]

20 *Increased Powers in other cases.*—Increased powers in other cases will not be given on passing the examination, except on special application, which should be made by or through the Commissioner of the Division (except in the case of Irrigation officers.

27 That is, the two Cases, reading and conversation. See Rule 4.

28 That is, Judicial and revenue papers, police, translation, and dictation. See Rule 4.

29 £540 a year.

30. An Assistant who has not been in India six months can go up for the Examination, but he will not be invested with second class powers even if he pass, until he complete six months; so also an Assistant who passes by the Higher Standard will not be invested with first class powers, if from being away on leave or any other cause, he has not had second class powers six months.

31 £600 a year.

SCHEDULE OF SUBJECTS OF EXAMINATION REFERRED TO IN PARA. 5 ABOVE.

[N.B.—*The following Schedules are not intended to preclude the Committee from asking any questions in law or practice, but rather as a general guide for candidates. They may be amended from time to time as necessary by the Central Committee. The mention of any Act includes all Rules issued under it and having the force of law.*]

1. *Judicial Branch.*

[*a*] The Penal Code, as amended up to date.[32]
[*b*] The Criminal Procedure Code, ditto.[33]
[*c*] The Railway Acts (XVIII. of 1854, XIII. of 1870, and XXV. of 1871).[34]
[*d*] The Chaukidari Acts (XX. of 1856 and XXII. of 1871).[34]
[*e*] The Lunatic Asylums Act (XXXVI. of 1828).[34]
[*f*] The Arms Acts (XXXI. of 1860 and VI. of 1866).[34]
[*g*] The Whipping Act (VI. of 1864).
[*h*] The Gambling Act (III. of 1867).[34]
[*i*] The Infanticide Act (VIII. of 1870).[34]
[*j*] The Prisons Act (XXVI. of 1870).
[*k*] The Cattle Trespass Act (I. of 1871).[35]
[*l*] The Emigration Act (VII. of 1871).[34]
[*m*] The Criminal Tribes Act, (XXVII. of 1871).[34]
[*n*] The Indian Evidence Act, (I. of 1872).
[*o*] The Foreign Jurisdiction Act, (XI. of 1872).[35]
[*p*] The Oaths Act (X. of 1873).[35]
[*q*] The Municipalities Act (XV. of 1873).[34]
[*r*] The European Vagrancy Act (IX. of 1874).

II.—*Revenue Branch.*

[*a*] The Rent and Revenue Acts (XVIII. and XIX. of 1873.)[37]

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32. The best editions are Morgan and Macpherson's; O'Kinealy's and Mayne's.

33. The best editions are Prinsep's, and Knox's.

34. All these Miscellaneous Acts are published in Theobald's, and in J. W. Furrell's editions of the Acts of the Legislative Council of India (Calcutta.)

35. These are included in Knox's, and, I believe, in Atkinson's Manual of Criminal Law and Procedure.

36. There are editions by Mr. Fitz James Stephen, Fink, Macrae, &c.

37. The best edition is Messrs. Crosthwaite and Smeaton's.

[b] Regulation XI. of 1825 (Alluvion and Diluvion.) [36]
[c] The Opium Law (XIII. of 1857.) [37]
[d] The General Stamp Act (XVIII. of 1869).[38]
[e] The Court Fees Act (VII. of 1870.)[38]
[f] The Land Acquisition Act (X. of 1870.)[39]
[g] The Registration Act (VIII. of 1871.)[39]
[h] The Excise Act (X. of 1871.)[39]
[i] The Local Rates Act (XVIII. of 1871).[39]
[j] The Pensions Act (XXIII. of 1871.)[39]
[k] The Land Improvement Act (XXVI. of 1871.)[39]
[l] The Law Relating to Customs and Salt (including Saltpetre.) [39]
[m] Unrepealed Circulars of the Board of Revenue, N.W. Provinces.)[40]

III.—*Police Branch.*

[a] The Indian Penal Code.[32]
[b] Chapters VIII., IX., and X. of the Criminal Procedure Code.[33]
[c] The Arms Acts (XXXI. of 1860 and VI. of 1866.)[34]
[c] The Police Act (V. of 1861.)[35]
[d] The Gambling Act (III. of 1867.)[34]
[e] The Infanticide Act (VIII. of 1870.)[34]
[f] The Excise Act (X. of 1871.)[34]
[g] The Criminal Tribes Act (XXVII. of 1871.)[34]
[k] The Village and Road Police Act (XVI. of 1873.)
[i] Police Departmental Circulars and Standing Orders as contained in the volume of Circulars issued from the Office of Inspector-General of Police under authority of Government.[40]

V.—*Cantonment Law.*

[a] The Cantonment Act (XXII. of 1864.)[34]
[b] The Small Cause Court Acts (XI. of 1865, and X. of 1867.)[41]
[c] The Registration Act (VIII. of 1871.)[39]
[d] The Excise Act (X. of 1871).[34]

38. There are editions by Macnaghten, Beverley, &c.
39. There are editions by Macnaghten, Beverley, Carr-Stephen, &c.
40. These are published by Government at the Government Press, Allahabad, in a classified form.
41. Editions by Millett, Fink, &c.

VI.—*Canal Law.*

[*a*] The following Chapters and Sections of the Criminal Procedure Code :

Chapters I., XI., XII., XIII., XIV., XVI., XVIII.
Chapter XXIII., Section 307.
„ XXV., Sections 331, 332, 333, 334, 336, 339 and 340, 342 to 346 (inclusive).
Chapters XXVI., XXVIII., XXXII., XXXIII., XXXIV.

[*b*] Act VIII. of 1873.

[*c*] Departmental Circulars on administrative procedure.

Any one who has had much to do with examinations in England knows that two-thirds of the maximum number of marks is a very high Standard; and if the young Assistant succeeds in reaching the higher Standard in four subjects (of three of which he knows next to nothing when he lands in India), he must have worked very hard, particularly as he only has about 5 months' time for preparation (November to April). So that, if he passes by the Lower Standard only, he must not be discouraged, but must make up his mind to succeed next year, for even half-marks is a very fair standard for less than six months' work.

If he passes by the Lower Standard, and has exercised Magisterial and Revenue powers for six months, he will be gazetted to have the powers of a Magistrate of the 2nd class, and of an Assistant Collector of the 2nd class. This will enable him in Criminal cases to award six months' imprisonment and £50 fine, and in Revenue cases to try suits for rent and all others but those of the more complex kind.

If he should be lucky enough to pass by the Higher Standard at his first attempt, he cannot be invested with any higher powers than the above, as he is required to exercise these for six months before obtaining full powers. But when he has completed this period, or if he does not pass the Higher Standard till the second year of his residence in India, he is at once invested with the powers of a Magistrate of the 1st class, and of an Assistant Collector of the 1st class; and he can then in Criminal cases award two years' rigorous imprisonment and £100 fine, and in Revenue cases

can try all suits, and can conduct Revenue proceedings of all kinds. The powers he will then exercise are the same as those enjoyed by Joint Magistrates; and the Civilian cannot hold any higher till he becomes a Magistrate-Collector of a district perhaps fifteen years later; so that he attains almost at once as great a degree of power as he will have during the first two-thirds of his official career.

I have now described the young Civilian's life and surroundings from the time he lands in India till he has passed the Higher Standard examination, and has blossomed forth an "Assistant with full powers;" and I shall conclude with a short sketch of his official career from that time till the day when, five and twenty or thirty years later, he bids adieu to India a grey-headed Judge, or perhaps a Commissioner, if he is lucky. He will probably remain an Assistant from two to five years after he has passed the Higher Standard, according to the Province to which he is posted and the number of men in the years just above him. In recent years, the Junior Civilians in Madras have been exceedingly lucky, and those in Bombay and Lower Bengal moderately so; while the unfortunate candidates who passed highest on the list and therefore having a choice (which the others had not), chose the North-West Provinces, the Panjab or Oudh have had next to no promotion for the last ten years.

In the future, however, the Junior Civilians in Bombay, Madras, and the Central Provinces will be the worst off (in the order in which I have placed the names), while those in the North-West and Panjab may fairly expect a run of luck after so many years of disappointment

At the end, then, of from two to five years, the Assistant (£600) will find himself promoted to be an officiating Joint Magistrate (£840). At first he will only hold this appointment for a few months in the summer when a great many officers are on leave, and he will lose it again as they return; but, as time goes on, he will become more Senior on the list, and will always be officiating as a Joint Magistrate; and at the end of from 4 to 14 years from his landing in India, he will be expecting to be made a Joint Magistrate pakka, *i.e.*, to be confirmed in the appointment. The time which it takes to reach this first grade above that of Assistant

varies excessively. When I first joined the North-West Provinces in 1863 Assistants got their 2nd grade Jointship directly after they had passed the higher standard, or two years after they landed. There are men now of over 14 years' standing who have not got the step yet. When the Civilian becomes a 2nd grade Joint Magistrate (£840), he does not find his position or duties altered in any way; but he will probably be in somewhat more independent charge of his Sub-Division, *i.e.*, he will hold charge of a certain portion of the district permanently, or he may be gazetted to an independent sub-division, where he will be nominally under the Magistrate of the district, but practically left entirely to himself.

In the North-West it is generally a Senior Assistant of some standing, or a Joint Magistrate who gets a Sub-Division; but in Lower Bengal, I believe, it is more often a Junior Assistant, and that the Joint Magistrate is kept at Head-quarters. There are, however, only three or four Sub-Divisions in the North-West, while every district in Bengal has one or more sub-divisional outposts.

The Civilian's next step is to a Joint Magistracy of the 1st grade (£1,200), and this he will probably get at from 7 to 14 years standing. Of late years men in Madras have got it at six to seven years standing; while in the North-West many of 13 or 14 years standing are still in the 2nd grade, or are even yet Assistants.

When he reaches the 1st grade of Joint Magistrates, the Civilian will find himself almost independent in his management of his own portion of the district, but he will have have nothing to do with the general control of the whole District. In two or three years after reaching this grade, or when he is from 12 to 18 years standing, he will begin to expect the charge of a District by being promoted to an officiating Magistracy (£2,200) in the place of some Magistrate who is away on leave or on special duty.

At first he will, of course, hold this appointment, like he did the Joint Magistracy, only for a few months at a time in the hot weather; but each year he will hold it longer and longer, till at last he keeps it all the year round. When he reaches this point, he has at last obtained the real prize of a Civilian's life; he has ample pay, the very widest

authority, and engrossing and highly intellectual occupation. If his health is good, and he is tolerably free from family and pecuniary cares, his life ought to be as pleasant a one as is easily obtainable in this world; but, unfortunately, it too often happens now-a-days that this promotion does not come till the Civilian is overwhelmed with debt, broken down more or less in health, and with mental and physical energy rapidly on the decline.

In Northern India men are now 40 years of age before they obtain their districts; and in India a man at 40, who came out at 22, is not as energetic or as fit for an executive charge as he was at 30; and it is for this reason that I would strongly support the proposed reduction in the size of districts, and with it in the salaries of Magistrates, in order that a Civilian may become a District Magistrate at 30 instead of at 40, but on correspondingly smaller pay.

After being an Officiating Magistrate three or four years, the Civilian (if he be efficient) is confirmed in the appointment, and becomes a Magistrate and Collector (£2,700) permanently. He is not often left in this position more than three or four years before he is promoted to an Officiating Judgeship (£3,000) and passes from being chiefly an Executive Officer and the administrative head of the District to a purely Judicial Office, where he has no executive duties whatever. To many men this is by no means a welcome change; the loss of authority over many subordinates, the monotonous and sedentary nature of a Judge's duties, and the deprivation of the cold weather camping tour all combine to make many energetic men, who are fond of sport and an out-door life, prefer a Magistracy to a Judgeship, though the pay of the former is lower; but most of those who have been forced, in the ordinary course of promotion, to become Judges, very speedily get reconciled to the change; and after a year's experience of the comparative leisure and quiet of a Judicial career, they would not revert to the bustling and often harrassing life of a Magistrate, if they could.

Having now taken the Civilian through all the ordinary grades of the Service, I must leave him at the point where he can no longer claim promotion as a right, and where any further step he may make in advance must depend on his own ability or interest.

If he has been a fairly conscientious man, he will feel, when he retires from the service, that he has not lived wholly in vain, and that even *he* has done some good in his generation; but, if he went to India originally with any expectation of receiving a salary which would compensate him for the separation from friends and children, the intellectual isolation and the dangers to life and health, or which would enable him to amass any considerable fortune in the term of his Service, he will return to England a wiser but a disappointed man.

THE END.

APPENDIX I.

GRADATION LIST OF ALL MEMBERS OF THE

INDIAN CIVIL SERVICE

WHO OBTAINED THEIR APPOINTMENTS BY OPEN COMPETITION DURING THE YEARS 1855-1865, IN THE ORDER OF PASSING THE

FINAL EXAMINATIONS,

WITH THEIR PAY, DEGREES, UNIVERSITIES, PROVINCES, AND APPOINTMENTS UP TO JANUARY 1st, 1875.

APPENDIX I.

Gradation List of all Covenanted Civilians appointed by Competition, in the order in which they passed the Final Examinations, 1855-65.

1856—(20.)

No.	Name.	Degree	University.	Province.	Appointments.	Salary.
1	Wells Butler*	B.A.	L	W	Died 1858.	£
2	W. Cornell	M.A. LL.M.	C	B	Judge. 2nd grade	2,400
3	Hon. H. J. Reynolds ..	B.A.	C	B	Offg. Secy. Govt. of Bengal	3,366
4	W. L. Heely	B.A.	C	B	Inspr. Genl. of Jails, Bengal... ...	2,400
5	R. H. M. Warrand* ...	...	O	W	Died, 64.	
6	C. U. Aitchinson, C.S.I. ...	M.A.	E	I	Foreign Secy. Govt. of India... ...	5,000
7	R. M. King	B.A.	O	O	Dep. Commr., 1st cl.	2,200
8	J. G. Cordery	M.A.	O	P	Dep Commr., 2nd cl., offg., 1st cl. ...	2,040
9	R. H. Pomeroy*	...	C	W	Died, 1857.	
10	J. B. Peile	...	O	By.	Director of Public Instruction ...	3,120

No.	Name.	Degree	University.	Province.	Appointments.	Salary.
						£
11	T. H. Thornton	D.C.L.	O	P	Secy. to Govt., Panjab	3,000
12	H. Wilson*	B.A.	C	W	Died, '66.	
13	H. Bell, Bar.	M.A.	C	B	Legal Remembrancer	2,400
14	H. E. Perkins	...	—	P	Dep Commr., 2nd cl.	2,200
15	J. D. Sandford, Bar. ...	M.A.	O	B.B.	Judicial Commr., Burmah	4,200
16	W. B. Jones	B.A.	L	C.P.	Offg. Commr., Secy. to Govt. ...	4,300
17	W. Ramsay	...	O	By.	First Asst. Magt. and Collr.	3,230
18	W. G. Pedder	...	O	By.	Municipal Commr. of Bombay ...	1,600
19	Hon. Raymond West ...	LL.D.	Q	By	Judge High Court	3,500
20	Cornelius Daly*	...	Q	By.	Died?	
	1857—(20.)					
21	H. D. Sweeting*	B.A.	C	B	Died?	
22	S. H. Boult*	B.A.	L	W	Retired 60.	
23	W. Young	B.A.	L	W	Offg. Magt. and Collr.	2,200
24	J. W. Quinton	B.A.	D	O	Offg Dep. Commr., 1st cl.	2,200
25	C. Robertson	M.A.	A	W	Offg. Magt. and Collr.	2,280
26	T. Walton	B.A.	C	B	Judge, 2nd grade	2,280
27	Wilton Oldham	LL.D.	D	W	Offg. Magt. and Collr.	2,200
28	J. W. Furrell*	...	C	*B	Retired, 63.	

29	E. S. Robertson, Bar. ...	B A.	D	W.	Offg. Magt. and Collr.		2,200
30	W. H. Newnham	M.A.	O	By.	2nd gr. Judge		2,160
31	J. W. S. Wyllie*	B.A.	O	By.	Died, 66 ?		
32	R. B. Worthington ...	...	C	By.	1st Asst. Magt. and Collr.		1,230
33	J. B. Worgan	...	...	B	Offg. Magt. and Collr.		2,160
34	C. A. Elliott	L.B.	C	W	Secy. to Govt. N.W.P.		3,600
35	R. Wall, Bar.	M.A.	Q	W	Offg. Magt. and Collr.		2,200
36	A. B. Falcon	...	O	B	Magt. and Collr. 3rd grade		1,800
* 37	Alex. Smith	M.A.	A	B	Magt. and Collr., 2nd grade		2,700
38	Robt. Taylor	...	C	I	Inspector offices of account		2,280
39	J. B. Richey	...	O	By.	Talukdari Settlt. offr.		1,470
40	H. M. Thelwall*	...	C	By.	Died, 68?		...

1858—(12.)

41	H. Beveridge	...	Q	B	Magt. and Collr. 2nd gr.		2,160
42	C. W. Carpenter	...	...	C.P.	Offg. Commr.		3,300
43	Jas. Monro	...	E	B	Offg. Judge		2,280
44	D. G. Barkley	M.A.	Q	P	Offg. Dep. Commr., 2nd cl.		1,650
45	W. Wavell	...	C	B	Magt. and Collr. Offg., 2nd grade ...		1,800
46	W. Duthoit	...	O	W	Depy. Supdt. Benares Domains ...		1,440
47	A. P. Howell	B.A.	O	I	Offg. Secy. Home Dept.		3,932
48	T. B. Tracey	B.A.	D	W	Offg. Magt. and Collr.		2,200
49	C. H. Crosthwaite	B.A.	O	W	Settlt. Offr., 1st grade		2,400

No.	Name.	Degree	University.	Province.	Appointments.	Salary.
						£
50	J. W. Smyth	...	Q	P	Offg. Commr., Dep. Commr., 3rd cl. ...	2,500
51	H. C. Sutherland	M.A.	O	B	Offg. Magt. and Collr., 2nd gr. ...	1,900
52	S. M. Moens	...	O	W	Settlt. Offr., 2nd gr.	1,200
	1859—(20.)					
53	H. Le Poer Wynne* ..	...	O	I	Died, 1874.	
54	Hugh Morris*	...	E	W	Retired, 67.	
55	J. Geoghegan	B.A.	D	B	Offg. Secy. Board of Revenue ..	2,600
56	T. F. W. Smith*	...	D	B	Died, 70.	
57	D. Fitzpatrick	...	D	I	Dep. Secy. Legisl. Dept.	2,200
58	C. W. P. Watts	...	O	W	Joint Magt. and Collr.	1,200
59	D. M. Gardener	B.A.	O	W	Joint Magt. and Collr.	1,200
60	C. J. Powlett	B.A.	O	W	Joint Magt., 1st gr.	1,200
61	J. F. K. Hewitt	...	O	B	Offg. Junr. Secy., Bengal	1,920
62	W. Tyrrell	B.A.	D	W	Registrar, High Court	2,040
63	C. G. Sperling*	...	O	W	*Died, 61.*	
64	E. H. Whinfield, Bar. ...	M.A.	O	B	*Magt. and Collr. Offg., 2nd gr.* ...	*1,800*
65	W. C. Eades*	...	D	B	*Retired, 66.*	
66	J. Ward*	...	C	B	Died, 74.	
67	J. S. Armstrong	...	D	B	Offg. Magt. and Collr., 3rd gr. ...	1,560

68	A. Brown* ...	...	...	...	O	E	Died, 60.	
69	H. M, Birdwood	...	...	...	C	By.	Senr. Asst. Judge	2,160
70	A. M. Macgregor*	...	...	...	C	B	Died, 65.	
71	F. Jones ...	...	...	...	L	B	Senr. Supdt. of Survey.	1,920
72	T. F. Bignold	...	...	B.A.	O	B	Offg. Inspt. Genl. of Registration ...	1,800

1860—(32.)

73	C. G. Walker*	...	...	...	O	M	Died, 67.	
74	J. D. Tremlett	...	...	M.A.	C	P	Asst. Commr., 1st cl., Offg. Depy. ...	1,380
75	C. D. Field, Bar.,	...	...	M.A., LL.D.	D	B	Judge	2,400
76	W. J. Mulligan*	...	...	B.A.	Q	W	Died, 66.	
77	W. R. Larminie	...	...	M.A.	D	B	Jnt. Magt., 1st gr., Offg. Magt. ...	1,560
78	A. C. Burnell	...	...	B.A.	L	M	Judge	2,800
79	W. Wedderburn	...	...	...	E	By.	Under Secy. to Govt.	2,652
80	H. L. Harrison	...	...	B.A.	O	B	Magt. and Collr., 2nd gr., Offg., 1st gr.	2,700
81	J. R. Reid	...	...	...	E	W	Settlt. Offr., 2nd gr.	1,800
82	L. H. Griffin	...	...	...	...	P	Under Secy. to Govt., Panjab ...	1,800
83	C. B. Izon ...	...	...	...	L	By.	Senr. Asst. Judge	2,160
84	R. D. Hime	...	...	M.A.	D	B	Jnt. Magt., 1st gr., Offg. Magt. ...	1,560
85	Conolly Twigg*	...	...	...	D	W	Retired, 72.	
86	James Grose	...	...	M.A.	C	M	Secy. Board of Revenue	2,400
87	W. H. Smith	...	...	D.C.L.	O	W	Settlt. Offr., 2nd gr.	1,800
88	G. M. Macpherson	...	...	...	A	By.	Senr. Asst. Judge	1,680
89	A. Sells ...	...	...	B.A.	O	W	Jnt. Magt, 1st gr.	1,200
90	J. Tweedie. Bar.	...	...	...	E	B	Jnt. Magt., Offg. Judge	1,950

No.	Name.	Degree	Univy.	Province.	Appointments.	Salary.
						£
91	W. Wilson	M.A.	A	M	Judge	2,800
92	W. M. Tidy	B.A.	O	W	Jnt. Magt., 1st gr.	1,200
93	F. S. Growse	M.A,	O	W	Jnt. Magt., 1st gr.	1,200
94	T. T. Allen	...	Q	B	Jnt. Magt., Offg. Judge	1,950
95	Joshua King	...	C	By.	First Asst. Magt. and Collr.	1,230
96	W. S. Foster	M.A.	C	M	Jnt. Magt., Offg. Magt.	2,436
97	Ernest Montagu	...	C	W	Died, 1875.	
98	L. B. B. King	...	D	B	Jnr. Supdt. of Survey, Offg. Magt. ...	1,560
99	J. Wilson*	...	B	W	Died, 65.	
100	H. C. B. C. Raban	...	C	B	Died, 71.	
101	E. H. Little*	B.A.	O	By.	Died, 74.	
102	J. E. Armstrong*	...	C	M	Died, 67.	
103	G. Graham	M.A.	O	B	Jnt. Magt., 1st gr.	1,080
104	G. E. Makgill*	...	C	B	Retired, 73.	
	1861--(68.)					
105	J. C. Geddes	...	A	B	Jnt. Magt., Offg. Judge	1,950
106	F. Henvey	...	...	I	Under Secy., Foreign Dept.	1,600
107	J. S. Porter	...	Q	W	Dep. Commr. 3rd gr.	1,600
108	W. Murray*	...	A	B	Died, 65.	
109	W. E. Ward	M.A.	C	*B	Jnt. Magt., Offg. Judge	1,950

110	G. E. Ward	B.A.	O	W	Jnt. Magt., 2nd gr., Offg., 1st gr. ...	1,080	
111	E. G. Glazier	...	...	B	Jnt. Magt., Offg. Magt.	1,800	
112	C. C. Stevens	B.A.	M	B	Magt. and Collr., 3rd gr., Offg., 2nd gr.	1,800	
113	J. S. Carstairs*	...	D	B	Died, 74.		
114	R. D. Spedding	M.A.	Q	W	Jnt. Magt., 1st gr.	1,200	
115	J. C. Price	...	D	B	Settlt. Offr.	1,800	
116	E. W. Barron*	...	O	W	Died, 67.		
117	R. J. Leeds	...	L	W	Jnt. Magt., 1st gr.	1,200	
118	J. W. Edgar, C.S.I. ...	...	...	B	Dep. Commr.	2,000	
119	H. C. Barstow	...	C	I	Offg. Political Agent, 1st cl. ...	1,600	
120	H. Beverley	M.A.	C	B	Inspt. Genl. of Registration ...	2,040	
121	B. H. Powell	...	...	P	Conservator of Forests	2,000	
122	J. Boxwell	...	D	B	Offg. Dep. Commr., 1st gr.	1,825	M.
123	A. C. Brett	...	...	B	Asst. Offg. Jnt. Magt., 1st gr. ...	920	
124	D. R. Lyall	...	E	B	Jnt. Magt., Offg. Magt., 2nd gr. * ...	1,800	
125	W. A. Howe	...	L	W	Jnt. Magt., 1st gr.	1,200	
126	Jas. Anderson	...	E	B	J. M., 2nd gr.	960	
127	M. A. MacConaghey ...	...	D	W	Settlt. Offr., 3rd gr.	1,500	
128	W. R. Burkitt	...	D	W	Jnt. Magt., 1st gr.	1,200	
129	T. W. Smyth	B.A.	Q	P	Regt., Chief Court, Offg. Dep. Commr.	1,600	
130	E. C. Buck	...	C	W	Director, Agricultural Dept. N.W.P....	2,000	
131	A. R. Bulman	...	...	P	Asst. Offg., Dep, Commr.	1,350	
132	D. R. Parke*	B.A.	Q	W	Died, 64.		
133	A. C. Trevor	...	O	By.	First Asst. Magt. and Collr. ...	1,230	
134	J. O'Kinealy	B.A.	Q	B	J. M., 1st gr., Offg. Remembrancer ...	2,350	

No.	Name.	Degree	University.	Province.	Appointments.	Salary.
						£
135	W. W. Cornwall	...	...	W	Asst. Offg. J. M., 1st gr.	1,000
136	W. H. Hudson	B.A.	O	W	Asst. Offg. J. M., 1st gr.	1,000
137	W. Coldstream	...	E	P	Asst. Comr., 2nd cl., Offg. Dep. Comr.	1,350
138	T. H. Shortt*	...	D	B	Died, 73.	
139	A. M. Markham	...	...	W	Offg. Jnt. Magt., 1st gr.	1,000
140	J. Quinn	...	D	W	Asst. Offg. J. M., 1st gr.	1,000
141	F. Wyer	B.A.	C	B	Jnt. Magt., 1st gr., Offg. Magt. ...	1,080
142	W. T. Baldwin*	...	C	W	Retired, 67.	
143	R. H. Wilson	B.A.	C	B	Inspr. of Registration Offices . .	1,200
144	H. Linton*	B.A.	O	M	Died, 66?	
145	Jos. Smith	B.A.	L	W	Jnt. Magt., 2nd gr., Offg., 1st gr. ...	1,080
146	R. R. Price*	..	O	B	Died, 66.	
147	C. W. Mellor	...	C	W	J. M., 2nd gr., Offg., 1st gr. ...	1,080
148	V. Irwin*	...	D	B	Died, 73.	
149	J. A. Hopkins	B.L.	C	B	Inspr. of Schools	1,260
150	H. F. Tyrrell*	B.A.	D	W	Died, 70.	
151	G. J. Richards*	B.A.	O	B	Died, 62.	
152	R. T. Hobart	..	D	W	Dep. Inspr. Genl. of Police	1,560
153	T. Smith	...	O	B	Dep. Commr., 4th gr., Offg., 3rd gr.	1,520
154	C. T. Worsley	...	O	B	J. M., 1st gr., Offg. Magt., 2nd. gr. ...	1,560

155	H. Clarke*	...	...	...	A	B	Died, 70.	
156	J. G. Robertson*	...	...	...	A	W	Died. 73.	
157	P. D. Dickens	...	...	B.A.	O	B	Magt. of Police, Calcutta	1,290
158	G. S. Dale	...	...	...	L	W	Jnt. Magt., 2nd gr., Offg., 1st gr. ...	1,080
159	J. H Nelson	...	...	M.A.	C	M	Judge	2,800
160	J. M. Steinbelt	...	...	...	D	O	Asst. Commr., 2nd gr.	960
161	F. Thelwall*	...	...	...	C	By.	Died, 69.	
162	P. Whalley	...	...	M.A.	C	W	Under Secy. to Govt. N. W. P., Offg. J. M., 1st gr.	1,200
163	J. J. Livesay	...	...	...	D	B	Asst. O. J. M., 1st gr.	920
164	C. F. Hall	...	...	...	O	W	J. M., 2nd gr., Offg., 1st gr. ...	1,080
165	G. Adams	...	...	...	...	W	Asst. O. J. M., 1st gr.	1,000
166	A. Weekes	...	...	M.A.	O	B	J. M., 2nd gr., Offg., 1st gr. ...	1,080
167	J. H. Fisher	...	...	...	...	C.P.	Asst. Offg. Dep. Commr.	1,260
168	R. H. Pawsey	...	...	...	...	B	Jnt. Magt., 1st gr , Offg. Magt. ...	1,080
169	C. A. Kelly	...	...	M.A.	O	B	Jnt. Magt., 2nd gr., Offg. Judge ...	1,620
170	H. J. Newbery	...	...	B.A.	L	B	Asst. Offg. J. M., 1st gr.	920
171	R. Porch	...	...	...	C	B	Jnt. Magt., 1st gr.	1,080
172	C. E. Merington*	...	...	...	L	B	Retired, 73.	

1862—(61.)

173	J. H. Carter	...	...	...	...	W	Asst. O. J. M., 1st gr.	1,000
174	W. W. Hunter	...	...	LL.D.	G	B	Director General of Statistics ...	1,800
175	Jas. Westland	...	...	...	A	B	Acct. Genl. Cent. Prov.	1,800

No.	Name.	Degree	University.	Province.	Appointments.	Salary.
						£
176	A. Mackenzie	B.A.	C	B	Jun. Secy. Govt. of Bengal	1,800
177	M. S. Howell	B.A.	O	W	J. M., 2nd gr., Offg., 1st gr. ...	1,080
178	E. F. Atkinson	B.A.	D	W	Compiler of Gazetteer, N. W. P. ...	1,440
179	A. L. Clay	...	C	B	Depy. Commr. Assam.	1,600
180	P. L. Roberts*	...	...	M	Retired, 74.	
181	C. W. M'Minn	...	Q	O	Compiler of Gazetteer, Ondh. ...	960
182	T. Norman	...	D	B	J. M., 1st gr., Offg. M., 3rd gr. ...	1,480
183	J. B. Pennington	B.L.	C	M	Sub. Secy., Bd. of Revenue, Offg. Magt.	2,560
184	C. E. Girdlestone	...	O	I	Resident in Nipal	3,000
185	F. H. Woodroffe	B.A.	Q	M	Judge S. C. C., Offg. Judge ...	2,436
186	Jas. Stewart*	...	C	B	Died, 68.	
187	Jas. Hope	B.A.	E	M	Jnt. Magt., 1st gr. Offg. Magt. ...	2,436
188	T. W. Rawlins	...	C	W	Judge Small Cause Court	1,440
189	T. H. Stewart	...	D	By.	Second Asst. Magt. and Collr. ...	1,170
190	J. R. Daniel	...	L	M	J. M., 1st gr., Offg. Judge	2,340
191	F. H. McLaughlin	LL.M.	C	B	Asst. Magt. Offg. J. M., 1st gr. ...	920
192	A. Cadell	B.A.	E	W	Settlt. Offr., 3rd gr.	1,500
193	G. E. Porter	...	...	B	J. M., 2nd gr., Off. Dep. Commr. ...	1,080
194	A. Yardley*	...	C	B	Died, 68.	
195	A. H. Harington	B.A.	O	O	Manager Encumbered Estates ...	1,440

196	H. J. Stokes	...	D	M	J. M., 1st gr., Offg Judge	2,340
197	F. W. Rees	B.A.	C	B	J. M., 1st gr.	1,080
198	W. B. Mnlock	...	...	By.	Second Asst. Magt. and Collr. ...	*1,470*
199	F. Brandt	B.A.	O	M	*J. M., 1st gr. Offg. Judge ... ...*	*2,340*
200	A. F. Millett	...	C	O	Asst. Commr., 2nd gr. Offg. 1st gr. ...	*960*
201	W. Logan	...	E	M	Jnt. Magt, 1st gr., Offg. Judge ...	2,340
202	W. M. Clay	B.A.	C	B	Asst. O. J. M., 1st gr.	920
203	S. O. Ridsdale	B.A.	O	W	Settlt. Offr., 3rd gr.	1,500
204	E. J. Barton	*M.A.*	*E*	*B*	*J. M., 2nd gr., Offg. Magt. ... ...*	*1,440*
205	A. C. Tupp	B.A.	L	W	*Asst. O. J. M., 1st gr. ... ...*	*1,000*
206	H. W. Steel	...	C	P	Asst. Commr., 3rd cl. Offg. 2nd cl. ...	900
207	J. R. Naylor	...	...	By.	1st gr. Assistant Judge	1,680
208	W. E. Neale	B.A.	O	W	Asst. Settlt. Offr., 1st gr.	1,080
209	J. C. Leupolt	...	D	W	J. M., 2nd gr., Offg. 1st gr.	1,000
210	E. S. Moseley	...	O	B	J. M., 2nd gr., Offg. 1st gr.	920
211	W. Barrie	...	G	W	Asst. O. J. M., 1st gr.	1,000
212	J. W. Best	B.A.	C	M	J. M., 1st gr., Offg. Judge	2,340
213	H. M. Rogers	...	O	W	Asst. O. J. M., 1st gr.	1,000
214	F. R. Sharpe	...	D	M	J. M., 1st gr., Offg. Judge	2,340
215	J. M. Lister*	...	O	W	Retired, 67.	
216	T. W. Gribble	...	O	B	J. M., 2nd gr., Offg. Postmaster-Genl.	1,450
217	J. T. Price	...	M	M	J. M., 1st gr.	1,800
218	C. Donovan...	...	D	W	Asst. O. J. M., 1st gr...	1,000
219	S. H. Philpotts	...	D	By.	Judge	1,860
220	M. L. Ferrar	B.A.	D	O	Asst. Commr., 2nd gr., Offg. Magt. ...	1,350

No.	Name.	Degree	University.	Province.	Appointments.	Salary.
						£
221	J. C. Graves*	...	D	W	Died, 68.	
222	E. Storr	M.A.	O	M	J. M., 1st gr., Offg. Judge	2,340
223	W. L. Lilly*	...	C	M	Died, 72?	
224	W. H. Comyn	...	...	M	J. M., 1st gr., Offg. Judge	2,340
225	R. M. Towers	...	D	B	Asst. Offg. Judge, S.C C.	1,140
226	J. G. Horsfall	B.L.	C	M	Jnt. Magt., 1st gr., Offg. Judge ...	2,340
227	H. Sewell	B.A.	O	M	J. M. 1st gr., Offg. Judge	2,340
228	A. Cruickshank	M.A.	A	M	J. M., 1st gr., Offg. Judge	1,500
229	E. B. Westmacott	B.A.	O	B	J. M., 2nd gr., Offg. 1st gr.	1,080
230	H. P. Gordon	...	D	M	Judge, S.C.C.	1,500
231	G. M. Currie	...	...	B	Asst. O. J. M., 2nd gr.	840
232	B. Hosburgh	...	H	M	Jnt. Magt., 1st gr.	1,500
233	C. R. Hawkins	...	O	P	Asst. Comr., 2nd cl., Offg. Dep. Comr.	1,350
	1863—(91.)					
234	T. W. Tolbort	...	...	P	Asst. Comr., 2nd cl., Offg. Dep. Comr.	1,350
235	A. J. Stuart	...	C	M	Jnt. Magt., 1st gr.	1,500
236	F. W. Cowley	...	E	B	Supdt. Canal Revenue, Behar... ...	1,080
237	H. E. Stokes	B.A.	D	M	Under Secy. to Govt.	1,500
238	W. Irvine	...	L	W	Asst. Offg. J. M., 2nd gr.	840

239	H. W. Bliss...	B.A.		OM		Jnt. Magt., 1st gr.	1,500
240	J. C. Hughesden	...		L	M	Judge, Small Cause Court	1,680
241	G. Butt	...		D	W	Asst. C. J. M., 2nd gr.	840
242	G. Smith*	...		A	M	Died, 68.	
243	J. H. Twigg	...		D	W	Asst. C J. M., 2nd gr.	840
244	F. W. Peterson	...		L	B	Jnt. Magt., 2nd gr., C. J. M., 1st gr.	1,080
245	J. F. Snaith...	B.A.		C	M	J. M., 2nd gr., Offg. 1st gr.	1,380
246	W. H. Glenny	...		D	M	J. M., 2nd gr., Offg. 1st gr.	1,380
247	A. B. Patterson	...		Q	W	Settlt. Offr., 3rd gr.	1,500
248	James Kennedy	...		E	W	Asst. C. J. M., 2nd gr.	840
249	W. H. Grimley	B.A.		C	B	J. M., 2nd gr., Secy. Board of Exams.	1,200
250	H. Newman	...		L	M	J. M., 2nd gr., Offg. 1st gr.	1,380
251	T. G. Hanson*	...		Q	W	Died, 72.	
252	J. Woodburn	...		E	O	Asst. Commr., 2nd cl.	840
253	J. H. Johns...	...		O	By.	2nd Asst Collctr. and Magt.... ...	1,170
254	J. Kelsall	...		L	M	J. M , 2nd gr., Offg. 1st gr.	1,380
255	T. Roberts	B.A.		...	P	Asst. Commr.. 2nd cl., Offg. Dep. Comr.	1,350
256	D. M. Barbour	B.A.		Q	I	Under Secy., Financial Dept... ...	1,800
257	J. Wallace	...		D	M	J. M., 2nd gr., Offg. 1st gr.	1,380
258	C. S. Crole...	...		E	M	J. M., 2nd gr., Offg. 1st gr.	1,380
259	R. Jardine*	...		L	W	Died, 69	
260	S. T. Macarthy	...		L	M	J. M., 2nd gr., Offg. 1st gr.	1,380
261	J. W. Tawney	...		L	C.P.	Asst, Commr., 2nd cl.	840
262	D. M. Testro	B.A.		Q	B	Assistant C. J. M., 2nd gr.	840
263	H. St. A. Goodrich ...	...		O	M	Depy. Director, Revenue Settlt. ...	1,550

No.	Name.	Degree	University.	Province.	Appointments.	Salary.
						£
264	H. Moseley	B.A.	L	B	J. M., 1st gr.	1,200
265	G. M. Ogilvie	...	L	P	Asst., Commr., 2nd cl. Offg. 1st cl. ...	960
266	H. Wigram	M.A.	O	M	Registrar, High Court	1,800
267	T. N. Wilson*	...	Q	O	Died, 67.	
268	H. F. Moule	...	...	W	Asst. O. J. M., 2nd gr.	840
269	A. G. Walker	...	L	O	Asst. Commr., 3rd cl.	600
270	G. Smyth, C.E.	B.A.	D	P	Asst. Commr., 2nd cl.	840
271	H. S. Boys	B A.	C	O	Manager Encumbered Estates ...	1,320
272	T. E. Coxhead	...	L	B	Asst. O. J. M., 1st gr.	920
273	J. T. Crawford	B.A.	Q	O	Asst. Commr., 3rd cl.	600
274	W. E. Kinsey*	...	...	W	Died, 74.	
275	J. Cameron	M.A.	A	M	J. M., 2nd gr., Offg. 1st gr. ...	1,380
276	W. M. Souttar	M.A.	A	B	Registrar, High Court	2,040
277	G. K. Webster, Bar. ...	...	E	B	Manager, Chota Nagpur Estate ...	840
278	A. W. Crichton*	...	C	B	Resigned, 63.	
279	E. H. Ruddock	B.A.	C	B	Asst. O. J. M., 1st gr.	920
280	G. H. Wilson	...	C	By.	Second Asst., Offg. 1st Asst. ...	1,170
281	F. N. Wright	B.A.	O	W	Asst. Settlt. Offr. Offg. S. O., 3rd gr.	1,380
282	A. H. Benton	...	A	P	A. C., 2nd cl.	840
283	J. D. Gribble	...	...	M	J. M., 2nd gr., Offg. 1st gr. ...	1,380

284	C. C. Quinn	...	D	B	Asst. O. J. M., 1st gr.	290		
285	C. A. Roe	B.A.	O	P	Settlt Offr. 2nd gr.	1,440		
286	G. A. Parker	...	C	M	J. M., 2nd gr., Off. Judge, S. C. C. ...	1,500		
287	F. H. Wilkinson	...	O	M	J. M., 2nd gr., Offg. 1st gr. ...	1,380		
288	C. F. Magrath	B.A.	O	B	Inspr., Registration Office	1,080		
289	W. F. Grahame	B.A.	D	M	J. M., 2nd gr., Offg. 1st gr. ...	1,380		
290	A. W. Hume*	...	D	B	Resigned, 63.			
291	J. C. Williams	...	...	O	A. C., 3rd gr., Offg. 1st gr. ..	840		
292	W. A. East	...	C	By.	Second Asst. Magt. and Collr. ...	810		
293	R. J. Crosthwaite, Bar. ...	B.A.	O	W	J. M., 2nd gr.	840		
294	W. H. Verner	...	...	B	A st. O. J. M., 1st gr.	920		
295	A. L. Lister	...	...	M	J. M., 2nd gr., Offg. 1st gr. ...	1,380		
296	M. H. Scott	...	...	By.	First cl. Asst. Judge	1,620		
297	J. Frizelle	...	D	P	A C., 1st cl., Offg. Dep. Commr. ...	1,350		
298	J. E. André	...	L	By.	Asst. Collr. and Magt.	612		
299	M. Macauliffe	B.A.	Q	P	A. C , 3rd cl., Off. 1st cl.	960		
300	G. D. Irvine	...	O	M	J. M., 2nd gr., Offg. 1st gr. ...	1,380		
301	J. M. Kirkwood	...	...	B	J. M., 2nd gr., Offg. 1st gr. ...	1,080		
302	C. W. Martin	B.A., LL.B.	D	M	J. M., 2nd gr., Offg. Judge; S. C. C.	1,500		
303	G. M. Watters	B.A.	Q	M	J. M., 2nd gr., O. J., 1st gr. ...	1,380		
304	G. J. Dalton	...	D	B	Asst. O. J. M., 1st gr.	920		
305	O. G. McWilliam	B.A.	C	B	Dep. Commr. 4th gr.	1,200		
306	N. A. Roupell	B.A.	C	M	J. M., 2nd gr.	880		
307	J. B. Spedding	B.A.	D	M	J. M., 2nd gr.	880		
308	E. O'Brien	...	O	P	A. C., 2nd cl., Offg. Settlt. Offr. ...	1,200		

No.	Name.	Degree	University.	Province.	Appointments:	Salary.
						£.
309	P. Hurley	...	Q	B	Asst. Offg. Inspr., Registration ...	840
310	H. S. Beadon	B.A.	C	B	Under Secy. Govt., Offg. Dep. Commr.	1,730
311	C. A. Galton	M.A.	O	M	J. M. 2nd gr., Offg. Sub-Secy. B. of R.	1,524
312	J. Birkmyre*	B.A.	Q	B	Died, 67.	
313	E. H. Harrison*	M.A.	O	P	Died, 75.	
314	W. Woodward	...	O	By.	Second Asst., Offg. 1st Asst. Judge...	1,130
315	A. C. Watt	...	E	By.	Registrar, High Court	1,900
316	C. J. Crosthwaite	...	D	M	Asst. Offg., J. M., 1st gr.	1,260
317	W. M. Young	M.A.	C	P	A. C., 2nd cl., Off. Secy. to Fin. Comr.	960
318	J. H. Lloyd*	B.A.	O	W	Died, 73.	
319	W. C. Bovell*	...	...	B	Died, 65.	
320	M. S. Champneys*	...	O	P	Died, 68.	
321	W. H. Thompson*	...	C	By.	Resigned, 68.	
322	W. H. Maber*	...	O	B	Died, 66.	
323	F. J. Campbell	...	D	B	Asst. O. J. M., 1st gr.	920
324	W. T. Church	...	O	W	Asst. O. J. M., 2nd gr.	840
	1864—(52.)					
325	R. F. Rampini	M.A.	E	B	Asst. Offg. 1st gr., Jnt.	920
326	G. Smeaton*	...	E	B	Died, 70.	

327	H. A. Happell	...	E	M	Asst. Offg., 1st gr., Jnt		1,224
328	J. W. Neil	...	E	C.P.	Asst. Secy., Offg. Secy.		1,800
329	C. M. Rivaz	...	...	P	Asst. Comr., 3rd cl., Offg. Under Secy.		1,200
330	S. N. Tagore	...	Cal.	By.	First gr. Asst. Judge, Offg. Senr. ..		1,600
331	S. S. Thorburn	...	...	P	Asst. Commr., 2nd cl., Settlt. Offr. ...		1,200
332	J. Sturrock	...	...	M	Jnt. Magt., 2nd gr., Offg. Under Secy.		1,470
333	F. W. Fryer	...	...	P	Asst. Commr., 2nd cl. and Settlt. Offr.		1,440
334	A. W. Stogdon	...	...	P	Asst. Commr., 3rd cl., Offg. 2nd ...		840
335	E. K. Lidderdale* ...	...	C	By.	Died, 66.		
336	A. Lyon	...	E	By.	Second gr. Asst. Judge, Offg. 1st gr.		1,370
337	E. Venning	...	L	C.P.	Asst. C., 3rd cl., Offg. 2nd ...		840
338	R. W. Trafford	...	...	P	A. C., 3rd cl., Of. Depy. Commr. ...		1,350
339	D. Buick	...	Q	M	Asst. Offg. Jnt., 1st gr.		1,290
340	J. R. Hallett	M.A.	M	B	Asst. Offg. 1st gr., Jnt.		920
341	H. G. Turner	...	...	M	Asst. Offg. Jnt., 1st gr.		1,290
342	F. d'O. Bullock	...	C	P	Judge, S. C. C.		1,000
343	T. E. Huddlestone* ...	...	D	P	Died, 67.		
344	C. A. Bird	...	L	M	Asst. Offg., Jnt., 1st gr.		1,290
345	J. Jardine	...	...	By.	Jud. Asst. Offg. Regr., High Court		2,040
346	L. A. Campbell	...	C	M	Asst. Offg. Under Secy. to Govt. ...		1,030
347	H. W. Wellesley	...	...	M	Under Sec. to Govt., Off. Secy. Maisur		1,800
348	H. B. Grigg	...	O	M	Asst Commr.		980
349	H. W. Gordon	B.A.	L	B	Asst. Offg., 2nd gr., Jnt.		840
350	T. V. D. Hardinge ...	...	D	M	Asst. Offg., Jnt., 1st gr.		1,290
351	W. P. Austin	...	...	M	Asst. Offg., Jnt. Magt., 1st gr. ...		1,290

No.	Name.	Degree	University.	Province.	Appointments.	Salary.
						£
352	H. F. Clogstoun	...	...	M	Asst. Offg., Depy. Director, Settlt. ...	1,300
353	G. R. Chamberlain ...	...	...	M	Asst. Offg., 2nd gr., Jnt.	840
354	J. W. Gardiner	...	...	P	A. C., 3rd cl, Offg. 1st	960
355	C. J. Knox	...	D	M	Asst., Offg., 1st gr., Jnt.	1,290
356	F. P. Beachroft, Bar. ...	...	O	P	A. C., 2nd cl.	840
357	I. Lee Warner	...	O	M	Special Asst.	1,540
358	L. R. Burrows	...	C	M	Asst. Offg., 1st gr., Jnt.	1,290
359	E. Turner	...	L	M	Ass. Offg., 1st gr., Jnt.	1,290
360	J. M. Pears	...	...	W	Asst	600
361	R. Rice	...	D	M	Asst. Offg. Jnt., 1st gr.	1,290
362	E. N. Overbury	...	...	M	Asst. Offg. Jnt., 2nd gr.	940
363	F. E. Hall*	...	O	M	Died, 1871 ?	
364	E. Gibson	...	...	M	Asst. Offg. Jnt., 2nd gr.	940
365	A. J. Atkinson	...	O	M	Asst. Offg. Jnt., 2nd gr.	940
366	G. J. Nicholls	...	C	C.P.	A. C., 3rd cl., Offg., 2nd gr. ...	840
367	A. Manson	...	...	B	Asst. Offg., 2nd gr., Jnt.	840
368	C. G. Blathwayt	...	...	By.	Asst. Offg., 2nd gr., Jnt.	840
369	W. F. Meres	...	C	B	Asst. Offg., 1st gr., Jnt.	920
370	T. E. Ellison	...	...	C.P.	A. C., 3rd cl, Offg. 2nd	840
371	J. Nugent	...	D	By.	Asst. Offg. Under Secy. to Govt. ...	1,220

372	G. J. Hodgkinson	...	...	...	B	Manager Hutwa Estates	1,200
373	E. Cordeaux	...	...	...	C	By. Second gr. Asst. Judge, Offg., 1st gr.	1,080
374	M. B. Baker	...	...	...	O	By. Third gr. Asst. Judge, Offg., 2nd gr.	1,050
375	G. F. Grant	...	...	...	...	By. Asst. Offg., 2nd gr., Jnt.	810
376	G. Ayerst	...	...	...	...	By. Third gr. Asst. Judge, Offg. 1st. gr.	1,080

1865†—(36.)

377	G. E. Low*	...	...	...	...	W Died, 74.	
378	H. Priestly	...	...	...	...	P A. C., 2nd cl.	840
379	W. E. Purser	...	...	...	...	P A. C., 2nd cl., Of. 1st	1,200
380	J. B. Jones	...	...	...	...	M Asst. Offg., 2nd gr., Jnt.	940
381	H. B. Finlay	...	...	...	...	W Asst. Settlt. Offr., 1st gr.	1,080
382	A. T. Arundel	...	...	...	...	M Asst. Offg., 1st gr., Jnt.	1,260
383	A. D. Carey	...	...	...	...	By. First cl. Asst. Collr., Salt Revenue ...	1,230
384	J. R. Middleton	...	...	...	...	By. Asst. Offg., 1st gr., Jnt. Magt. ...	1,140
385	T. O. Wilkinson	...	...	...	...	P A. C., 3rd cl., Offg., 1st	840
386	H. St. G. Tucker	...	...	...	...	P A. C., 3rd cl., Offg., 1st.	1,080
387	G. Toynbee	...	...	...	...	B Canal Revenue Supdt.	1,080

† From this year onwards the Universities of Candidates were not given in the C. S. Reports; they can, therefore, be ascertained only in some cases.

No.	Name	Degree	University.	Province.	Appointment.	Salary.
						£
388	J. T. Stevens	...	...	B	Asst., Offg., 1st gr, Jnt.	920
389	F. W. Porter	...	...	W	Asst. S. O., 1st gr., Offg. S. O., 2nd gr.	1,380
390	G. E. Knox...	...	...	W	Asst.	600
391	G. R. Williams	B.A.	...	W	Asst., Offg. 2nd gr., Jnt.	840
392	W. T. Martin	...	...	W	Asst.	600
393	H. E. James	...	...	By.	Asst. Offg. Under Secy. to Govt. ...	1,220
394	W. Thaine*	...	...	W	Died, 69.	
395	A. P. Macdonell	B.A.	...	B	Asst., Offg. 1st gr., Jnt.	920
396	J. G. Charles	...	...	B	Asst., Offg. 1st gr., Jnt.	920
397	T. F. Harkness	...	...	W	Asst., Offg. 2nd gr., Jnt.	1,140
398	J. S. Armstrong	...	...	B	Asst., Offg. 1st gr.. Jnt.	920
399	W. J. Le Fanu	...	...	M	Asst., Offg. 1st gr., Jnt.	1,260
400	W. Blennerhasset	...	...	O	A. C., 3rd gr., Offg. Civil Judge ...	1,150
401	E. L Pearse...	...	...	M	Asst., Offg. 1st gr., Jnt.	1,260
402	T. D. Mackenzie	...	...	By.	Asst. Offg. 1st gr., Jnt.	1,140
403	E. T. Candy	...	...	By.	3rd gr. Asst. Judge, Offg. Judl. Asst.	1,360
404	A. Keyser	...	...	By.	Asst., Offg. 1st gr., Jnt.	1,140
405	H. P. Mulock	...	...	W	Asst., Offg. 2nd gr., Jnt.	840
406	J. M. L. Campbell	...	...	By.	Conservator of Forests, Sindh ...	1,320
407	R. E. Candy	...	...	By.	Asst., Offg. 1st gr. Jnt. Magt. ...	1,140

408	W. B. Oldham	...	...	B	Asst., Offg. 1st gr., Jnt.		920
409	J. R. Spence	...	...	By.	Asst., Offg. 2nd gr., Jnt.		840
410	S. F. Smith	B.A.	...	BB	Asst. Commr., Offg. Depy. Commr. ...		960
411	C. D. Macleane	Ma. Dc.	...	M	Asst., Offg. 2nd gr., Jnt.		960
412	A. Robinson	B.A.	...	W	Asst.		600

LIST OF ABBREVIATIONS.

Off. or Offg. = Officiating or Acting; Asst. = Assistant; Jnt. = Joint; Magt. = Magistrate; Commr. = Commissioner; B. of R. = Board of Revenue; Secy. = Secretary; Collr. = Collector; A. C. = Assistant Commissioner; Supdt. = Superintendent; S. O. = Settlement Officer; Depy. = Deputy; Inspr. = Inspector; Gr. = Grade; Judl. = Judicial; Dept. = Department; O. J. M. = Offg. Joint Magistrate; S. C. C. = Small Cause Court; B = Bengal; By. = Bombay; B. B. = British Burmah; C. P. = Central Provinces; M = Madras; O = Oudh; P. = Panjab; W = N.W.P.; I. = Govt. of India.

N.B.—The names of all those who have retired or died are printed with an Asterisk; where a query follows the word "died" I have not been able to ascertain the cause of leaving the Service; where a query follows the date I have not been able to ascertain the exact date of death or retirement.

Academical degrees and that of "Barrister" are given after the name where known, but in many cases members of the Service have a degree without its being entered in any list, and I have been unable to trace it.* Even with this disadvantage it will be seen that out of 412 members 125 possess degrees as follows:—M.A. 36; B.A. 77; LL.D 4; LL.M. 2; LL.B. 3; D.C.L. 2; Mus. Doc. 1; these can hardly be termed mere waifs and strays as the Edinburgh Reviewer designated them. [I have added some others since I wrote this]

It will be seen that of the 412 members who entered the Service in these ten years, 50 have died, and 13 have retired; the remaining 349 are still in the Service.

The deaths were therefore 9½ per cent in this, the first decade of the Competition system, the retirements 3⅛ per cent., and the total casualities from all causes 15 per cent. The death-rate shows that the risks of Indian Service are considerable, and many of the retirements have of course been caused by sickness, and in some cases have been quickly followed by death.

I have not at present continued the list beyond 1865, as promotion in the Indian Civil Service is now in such a state that all civilians of under ten years standing cannot hope to have escaped from the grade of Assistants. Indeed, as will be seen in this list there are some Assistants in the N.W.P. of 14 years standing, who are still drawing less than £1000 a year, and who with their present prospects have very little hope of obtaining any promotion in 17 years, or in the first two thirds of their whole term of Service.

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* I have subsequently added the initial of his University to each candidate's name if he belonged to any University—O., Oxford; C. Cambridge; D., Dublin; L., London: E., Edinburgh: Q., Queen's (Ireland); A., Aberdeen; G., Glasgow; M., Melbourne; H., Heidelberg.

Where the same officers are called by different names in different Provinces, I have used the Bengal names for the sake of uniformity. In conclusion, I would ask that any errors in this list may be forgiven : I have done my best to secure accuracy, but no one who has not tried to print a list of this kind without proper assistance can imagine how difficult it is to avoid errors in copying and printing,

APPENDIX 11.

Number of Civilians appointed by Competition in each year to each Presidency.

Year.	Bengal.	Bombay.	Madras.	Total.	No. appointed in Open Competition
1856	15	5	—	20	20 in 55
1857	15	5	—	20	20 „ 56
1858	12	—	—	12	12 „ 57
1859	19	1	—	20	20 „ 58
1860	21	5	6	32	40 „ 59
1861	65	2	2	69	80 „ 60
1862	37	4	19	60	80 „ 61
1863	56	8	27	91	80 „ 62
1864	21	10	21	52	60 „ 63
1865	22	9	5	36	40 „ 64
1866	—	—	—	—	—
1867	24	14	7	45	51 „ 65
1868	23	10	6	39	5 „ 66
1869	25	17	5	47	50 „ 67
1870	25	14	2	41	51 „ 68
1871	42	4	2	48	53 „ 69
1872	31	7	2	40	40 „ 70
1873	28	4	4	36	35 „ 71
1874	26	3	4	33	36 „ 72
1875	—	—	—	—	35 „ 73
1876	—	—	—	—	38 „ 74
Total ..	507	122	112	741	891

APPENDIX III.

Number of Civilians who have gone out to each Presidency, in each year, with number removed from list by death or retirement, and the number remaining up to December 31st, 1874.

Year.	Bengal.			Bombay.			Madras.			Total.		
	Number sent out.	Dead and Retired.	Remaining.	Number sent out.	Dead and Retired.	Remaining.	Number sent out.	Dead and Retired.	Remaining.	Number sent out.	Dead and Retired.	Remaining.
1856	15	3	12	5	—	5	—	—	—	20	3	17
1857	15	3	12	5	2	3	—	—	—	20	5	15
1858	12	—	12	—	—	—	—	—	—	12	—	12
1859	19	8	11	1	—	1	—	—	—	20	8	12
1860	21	5	16	5	1	4	6	2	4	32	8	24
1861	65	13	52	2	1	1	2	1	1	69	15	54
1862	37	4	33	4	—	4	19	2	17	60	6	54
1863	56	11	45	8	1	7	27	1	26	91	13	78
1864	21	2	19	10	1	9	21	1	20	52	4	48
1865	22	1	21	9	—	9	5	—	5	36	1	35
1866	—	—	—	—	—	—	—	—	—	—	—	—
1867	24	1	23	14	2	12	7	—	7	45	3	42
1868	23	1	22	10	—	10	6	—	6	39	1	38
1869	25	3	22	17	—	17	5	—	5	47	3	44
1870	25	1	24	14	1	13	2	—	2	41	2	39
1871	42	3	39	4	—	4	2	—	2	48	3	45
1872	31	—	31	7	—	7	2	—	2	40	—	40
1873	28	2	26	4	—	4	4	—	4	36	2	34
1874	26	—	26	3	—	3	4	—	4	33	—	33
Totl.	507	61	446	122	9	113	112	7	105	741	77	664

APPENDIX IV.

INDIAN CIVIL SERVICE.

Number of successful Candidates from Universities and Public and Private Schools, from 1855 to 1863.*

Universities.	1855	1856	1857	1858	1859	1860	1861	1862	1863	Total.
Oxford	8	4	5	9	12	14	21	16	9	98
Cambridge	6	7	1	3	9	19	14	10	7	76
Dublin	—	3	1	6	7	13	19	12	9	70
London	3	2	—	1	2	7	6	13	4	38
Queen's (Ireland)	2	1	3	—	3	6	4	7	2	28
Edinboro'.	1	—	1	1	3	4	3	7	5	25
Aberdeen	—	2	—	—	2	4	3	4	—	15
Glasgow	—	—	—	—	—	—	2	1	—	3
Melbourne	—	—	—	—	—	1	1	—	1	3
Calcutta	—	—	—	—	—	—	—	—	1	1
Public Schools.										
Cheltenham	—	1	—	—	—	2	3	2	3	11
Rugby	—	—	—	—	—	1	—	—	1	2
Eton	—	—	—	—	—	—	1	—	1	2
Marlboro'	—	—	—	—	—	—	—	1	1	2
Harrow	—	—	—	—	—	1	—	—	—	1
Brighton	—	—	1	—	—	—	—	—	—	1
St. Paul's	—	—	—	—	—	1	—	1	—	2
City of London	—	—	—	—	—	—	—	—	1	1
Christ's Hospital	—	—	—	—	—	1	—	—	1	2
Rossall	—	—	—	—	—	—	—	1	—	1
Repton	—	—	—	—	—	—	—	1	1	2
Charterhouse	—	—	—	—	—	—	—	—	1	1
Total	20	20	12	20	38	74	77	76	48	385
Private Schools	—	—	—	—	2	6	3	6	12	29
Total	20	20	12	20	40	80	80	82	60	414

* From 1864 the C. S. Commissioners ceased to publish the Colleges and Schools at which the successful Candidates were educated, and it is therefore impossible to give them. It is much to be regretted that they are not still published, and I would strongly urge the C. S. Commissioners to resume the former practice.

APPENDIX V.

Average Salary on 1st of April, 1872, in the three Presidencies, and in the N.W.P., of Civilians of from 1 to 15 years' standing, arranged quinquennially.

Period of Appointments.	Salary per Annum in £				
	Bengal.	Madras.	Bombay.	N. W. P.	
1871 to 1867	615	630	610	590	
1866 to 1862	950	1125	1050	640	
1861 to 1857	1670	2382	1575	1150	
Average Salary of 15 years	1090	1320	1080	810	

APPENDIX VI.

Average Salary on 1st of April, 1872, in seven Provinces of all Civilians of 16 years' standing and less.

Year of Appointment.		Salary per annum in £						
		Bengal.	Madras.	Bombay.	N. W. P.	Panjab.	Oudh.	Central Provinces.
1	1871	490	510	480	**480**	480	480	480
2	1870	540	510	512	**552**	576	560	480
3	1869	570	640	600	**560**	555	...	570
4	1868	660	720	650	**600**	...	...	...
5	1867	804	780	770	**750**	...	840	720
6	1866	...	...	...	...	...	...	...
7	1865	920	880	590	**600**	840	840	...
8	1864	900	920	1060	**600**	840	...	680
9	1863	910	1215	1020	**720**	980	840	600
10	1862	1060	1480	1270	**660**	1090	960	...
11	1861	1330	...	1170	**1020**	1280	840	1260
12	1860	1600	1920	1530	**800**	...	...	...
13	1858	1420	2500	1920	**1200**	...	...	...
14	1857	1860	2570	1450	**1200**	1740	...	...
15	1856	2150	2530	1800	**1560**	...	2200	3300

APPENDIX VII.

Calculation showing the difference between the amount of pay actually drawn by a Civilian in the N. W. P., and the amount which he would have drawn if he had been paid according to the rates given in Appendix IV. of the C. S. Commissioner's 8th Report for 1863.

PAY ACCORDING TO C. S. COMMISSIONER'S RATES.

Standing in years.	Rate of Pay per Annum.	Presidency.	Total Pay.
0 — 4	570	Madras.	£
	452	Bombay.	
	2) 1022		
	511	Average.	× 4 = 2044
4 — 8	1218	Madras.	
	715	Bombay.	
	2) 1933		
	966	Average.	× 4 = 3864
8 — 12	1680	Madras.	
	1186	Bombay.	
	2) 2866		
	1433	Average.	× 4 = 5732
			Total 11,640
		Deduction for furlough	479
		Net amount drawn	£11,161

PAY ACTUALLY DRAWN.

No. of Months.	Rate of Pay per Month.	Total Pay.
4	33	132
6	38	228
19	40	760
13	45	585
52	50	2600
26	70	1820
14	83	1162
2	166	332
8	42	336
	Total	7955

	£
Total according to C. S. Commissioners ...	11,161
Total actually drawn	7,955
Principal	3,206
Interest (calculated every 4th year) at 5 per cent.	645
Amount of pay actually lost	3,851

APPENDIX VIII.

Letter of Sir Charles Trevelyan, K.C.B.

4. I append a letter from Sir Charles Trevelyan himself, formerly a member of the Bengal Civil Service, which appeared in the *Times* of the 28th May, 1875. Sir Charles entirely mistakes the effect of the graded scheme, when he speaks of it as the "Staff Corps principle of increase of pay according to length of service." The plan proposed in the Memorial of the N. W. P. Civilians is self-regulating and temporary. If civilians are appointed to the Non-Regulation provinces, to the Political, Postal, Jail, Educational and other posts, which were formerly almost exclusively theirs, their rates of pay will rise, till the graded scheme will not cause any increased charge on the Indian Exchequer; for the rates of pay Civilians would draw under its provisions, would be no higher than what they would then draw in virtue of their posts. But it *would* be a strong safeguard against jobbery and patronage; for, if these appointments were withheld from Civilians, their rates of pay would fall, and the graded scheme would be called into operation at once. It is as a check on patronage that it would be valuable to the Indian Government and people, while its worth to the Civil Service would be in its power of protecting them from ever sinking below certain rates of pay, if their rights were again infringed.

"THE INDIAN CIVIL SERVICE.

"To the Editor of the *Times*.

"SIR,—The inhabitants of our great Eastern dependency have reason to forget that the frugal, cautious policy of the East India Company was not combined in due proportion with the more active benevolence of the Queen's Government. Instead of filling up vacancies on a fixed establishment by promotion, according to the immemorial rule, the unprecedented advice was extemporized of giving promotion and pension after fixed terms of service, with the result that there is not only an army of field officers with hardly any subalterns, but every officer is irresistibly tempted to remain to the last, closing every door of promo-

tion except mere length of service. The pecuniary burden of this strange arrangement, present and prospective, is onerous in the extreme, but "Nunkey pays for all." This would have been simply impossible if it had been an English instead of an Indian liability. The difference is between paying yourself and leaving others to pay. The check of the English taxpayer, acting through the Press and his representatives in Parliament, is quick and effectual to anticipate the first beginnings of mischief. The Indian taxpayers, though numbered by hundreds of millions, and having the most affecting claims upon us, are, in this point of view, a mere abstraction. "It will only be a charge upon the Indian revenue" is the strongest impression made by the financial future of any proposed administrative arrangement.

"Another such case has now occurred. The Queen's Government showed a true sense of its great responsibility by elaborating the most perfect mode of selecting and training Civil servants the world has ever seen, and, in order to attract the flower of our youth to the service of India, official tables were published showing the rate of pay to be expected after specified periods of service. These arrangements were based upon a pledge which had been given by Lord Dalhousie, that the appointments in the Punjab and Oude should be filled in equal proportion by civilians and military men. Large numbers of civilians were sent out during many years, but, unhappily the posts to fill which they had been appointed had not been secured to them by anything stronger than the public faith. The Non-Regulation Provinces still belonged to the old domain of patronage, backed in this instance by private pressure from home, and a Cavalry officer with no experience of Civil work could, without fear of consequences, be appointed to a deputy commissionership in a Province in which ten out of eleven deputy commissioners were already military men. For its absurdity this process reminds one of the old receipt for dressing a cucumber, ending by throwing it out of window. The best of our youth are sliced off, stimulated, sharpened, and then they are left to rot and ferment. "The excess of civilians intended for those Provinces now weighs like an incubus on the unhappy North-West, and prevents a civilian

of the succeeding years from having any hopes of promotion for years to come." "The claim for relief is based on the fact that the present hopeless block of promotion is due entirely to the action of the Government in sending out large numbers of civilians during many years, and then declining or neglecting to employ them in the very posts to fill which they had been appointed to the service." Since 1863 a large number of newly arrived civilians have been posted to the lowest grades in the Non-Regulation Provinces, but this has only increased the stagnation. To the almost insuperable difficulties of good administration in India, therefore, must now be added the just discontent of those upon whose cordial co-operation the success of that administration depends.

"Two remedies have been proposed with the facile recklessness induced by the habit of drawing, without thought of ulterior results, upon the inexhaustible fund of Indian endurance—that is, first, the adoption into the Civil Service of the Staff Corps principle of increase of pay according to length of service; and, secondly, that a fixed sum should be at once granted, sufficiently large to purchase the retirement of 50 of the senior officials in the Provinces which are worst off. That the first expedient should have been suggested in the face of our dire experience of this plan in the military branch of the service is another proof of the readiness with which sacrifices are made at other people's expense; while the second would bribe public servants, at the public charge, to quit the public service at the period of their fullest maturity for working. Against all such miserable and scarcely honest shifts I raise my humble protest. Those who have brought our nation into the scrape are, for the most part, still living among us. They have shown what they can do in the interest of our European officers; let them try whether they are equally fertile of resource in devising means of doing justice to the greatest trust ever confided by God to man—the well-being of the people of India.

"I am, &c.,

LONDON. "C. E. TREVELYAN."

APPENDIX IX.

Papers relating to the State and Prospects of the Civil Service in India.

I give in this Appendix two of the papers which were issued by the Civilians of the North West Provinces during the past year, to explain and describe the state of the Service, to show how much promotion had been retarded in Northern India, and to record what efforts had been made to remove these difficulties.

I.

THE CIVIL SERVICE OF INDIA:

ITS PRESENT STATE AND PROSPECTS.

The competitive examinations for the Civil Service of India were instituted in 1855, and during the twenty years which have elapsed since then, 741 successful candidates at these examinations have been appointed members of the Service. Of these 507 have been appointed to the Presidency of Bengal, 122 to Bombay, and 112 to Madras. The staff of the Bengal Presidency is therefore more than twice as numerous as those of Bombay and Madras put together. Of the 507 civilians who have gone out to Bengal, 61 are dead or have retired; the casualties have thus amounted to 12 per cent. during the twenty years, and 446 men now remain in the service. Of the 122 who went to Bombay, 9 are dead or have retired, the casualties are thus 7·4 per cent., and the number remaining 113. In Madras 112 went out originally, or these 7 are dead or have retired, and 105 are still remaining, giving 6·2 per cent. of casualties. Madras would therefore appear to be the most healthy Presidency and Bombay the next so, while Bengal is much more unhealthy than either, and has nearly double the death-rate of Madras. But it must be remembered that the Bengal Presidency includes climates of every

description from the freezing snows of Spiti or Kumaon in the Himalayas to the sultry swamps of Assam and Burmah. It might be supposed from these figures that, as the death-rate was so much higher in Bengal, the vacancies caused by it would accelerate promotion in that service, and that the Bengal Civiljans would be more highly paid than their contemporaries in other provinces, which would perhaps be only giving them a fair equivalent for the greater risks they run. The contrary is, however, the case, and the civilian in the Bengal Presidency draws, on an average, rather less than half the pay of his brother in Madras, and only two-thirds of that of his Bombay confrère;* so that it may fairly be assumed that in future the selected candidates (who have the power of choosing to what Presidency they will go, according to their order of passing in the examinations) will no longer choose (as they have always hitherto done) the Bengal Presidency, which is by far the worst paid, and has also the worst climate.

Those Civilians who proceeded to India in the earlier years of Competition, from 1856 to 1859, have now nothing to complain of in any of the Presidencies; but those who went out in 1860 and later years are, in Northern India, at a terrible disadvantage as compared with their contemporaries in Bombay and Madras.

This has arisen from the careless and hap-hazard allotment to the different provinces of the civilians who went out from 1860 to 1870; and the breach of a rule strictly laid down by Lord Dalhousie in 1856, that Covenanted Civiljans should hold half of all the appointments in what are called the Non-Regulation provinces. These include the Punjab, Oudh, the Central Provinces, British Burmah and

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* The average pay of a Civilian of 12 years' standing is £1,000 a year in the North-West Provinces, £2,300 a year in Madras, and £1,550 in Bombay. To estimate the relative value of Indian salaries they should be divided by three; the barrister; the doctor, and all other professional men receive fully three times as much in India as in England; official incomes should therefore be measured by the same standard, and £1,000 a year in India is not worth more than £350 a year is in England; this would appear to be an insufficient remuneration for 12 years' continuous service in a tropical climate.

Assam, and of course require a large official staff to govern them. Civilians were allotted to Bengal in very large numbers from 1856 to 1863 to provide this staff; but as the pressure from unemployed officers of the army, deprived of their regiments by the great mutiny, grew stronger, and, as the crowd of applicants for appointments who had considerable private influence to back them grew larger, these appointments, which were intended for Civilians, and to fill which Civilians had already been sent out to India, were gradually filled up by the two former classes, the Military and the locally-appointed, or Uncovenanted, as they are called in India. It is this gradual action which has led to the serious block in the Civil Service in Northern India, and has left the Civilian of 12 to 15 years' standing in exactly the same position now as that which he held six or seven years ago, while it has also left him without hope or prospect of promotion unless some radical remedy be applied.

The number of civilians sent out from 1860 to 1865 to each presidency was as follows:—

YEAR.	BENGAL.	BOMBAY.	MADRAS.	TOTAL.
1860	21	5	6	32
1861	65	2	2	69
1862	37	4	19	60
1863	56	8	27	91
1864	21	10	21	52
1865	22	9	5	36
	222	38	80	340

The enormous preponderance of those sent to Bengal shows clearly that it was intended to employ them in accordance with Lord Dalhousie's rule in the Non-Regulation Provinces; and, as the Civilians are appointed to the North-West Provinces, the Central Provinces, the Punjab and Oudh, as a whole, and then locally distributed between the four Provinces, it is the North-West which has suffered

most from their not being drafted off to the Central Provinces, the Punjab and Oudh; the excess of Civilians intended for those provinces now weighs like an incubus on the unhappy North-West, and prevents a Civilian of the succeeding years from having any hope of promotion for years to come.

It is easy to understand how, with an army of officers thrown out of employment by the destruction of their regiments, and with a not smaller army of private adventurers eagerly seeking for employment, and backed up in many cases by strong interest in England, the Government of India was gradually misled into allowing these appointments to be filled up by others than those for whom they had been intended by the Home Government, and who had from the very fact of their appointment to the Covenanted Civil Service of India a lien on them; but the responsibility of the Governments, both in India and in England, is none the less either in extent or in quality, because they yielded to pressure which was perhaps almost overwhelming, and the civilians of those years (1860-65) * having once been appointed to the service of the Crown, and having had certain prospects held out to them, can with fairness demand that the promises shall be kept, and that they shall be relieved from the consequences of action for which they were not responsible, and against which they have constantly protested. From 1863 to the present time they have sent up frequent remonstrances and memorials to the Governor-General and the Secretary of State, and the point they are now urging is, that one of two plans should be carried into effect *at once*, so as to remove *speedily* the grievances of which they have been complaining for 12 years.

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* See Civil Service Commissioners' Report, No. 4, for 1859, and Secretary of State's Letter of April 7th, 1859, at p. 243 of it; also Mr. R. D. Mangles' Minute as Member of the Council of India, on the "Bill to amend the law concerning the Civil Service" (1860) where he says, "to break the pledge involved in the official publication for such a purpose of such a document [the above] would be little less than to import into the Civil Department the worst tricks of the recruiting Sergeant."

The first is, that all civilians should be paid according to length of service, on a graded scheme which would give them £1,000 a year after 10 years' service, rising gradually to £1,700 a year after 15 years' service. This would cost about £10,000 a year for about 10 years, after that, with due care in the allotment of Civilians meanwhile, it might be discontinued.

The second is, that a fixed sum should be at once granted sufficiently large to purchase the retirement of, say fifty of the senior officials in the provinces which are worst off, and thus cause fifty steps of promotion at once.* This would require from £120,000 to £150,000 to effect, and the precedent of the Royal Artillery is quoted. In this corps, when an immovable block in promotion occurred, and the officers' prospects were exceedingly gloomy, Government bought out a certain number of the senior officers, and in this way gave relief to those junior to them. The same thing has been done in the Navy, and is now being done in the Indian Army.

In the case of either plan, the claim for relief is based on the fact that the present hopeless block of promotion in the Services in Northern India is due entirely to the action of the Government in sending out large numbers of Civilians during many years, and then declining or neglecting to employ them in the very posts to fill which they had been appointed to the Service. That this is the real cause is clearly shown by the fact that in Madras and Bombay, to which no extra civilians were sent out (as they had no Non-Regulation Provinces attached to them), no such block has occurred. In Madras a Civilian is much more highly paid than he had any reason to expect. He becomes a Judge in from 10 to 12 years' service, while in Bombay his actual state is at least as good as his prospects could have led him to anticipate.† It is only in Northern India,

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* These, if allotted in proportion to the dearth of promotion in each province, would fall approximately as follows:—10 to Bengal (lower), 10 to the Punjab, 24 to the North-West, and 3 each to Oudh and the Central Provinces.

† This is only true of the men down to about 1864.

and especially in the North-West Provinces, that Civilians remain 13 or 14 years without receiving any promotion whatever, and are still, at 35 to 40 years of age, absolute subordinates to men very little older than themselves.

By their training and experience they are perfectly competent (as is admitted by all the Governments in India) for higher posts and more important work; they are fast passing into middle age, and becoming less active physically, and perhaps less energetic mentally. If they are kept much longer in subordinate positions, when they feel themselves fitted for, and entitled to, higher posts, the listlessness which gradually creeps over every man when he gives up hope, will attack them, and will seriously impair their efficiency.

But this result, which is to be deprecated even more for the sake of the people of India than on account of the Civil Service, may yet be avoided; though the state of things in Upper India has been very bad for many years now, it is not too late to amend it if remedies be applied at once. But they must come quickly; there is no longer time for delay while the Government in India corresponds with the Government in England, and little details of etiquette and red tape are being settled. The danger is pressing, and must be grappled with at once; and it is just a conjuncture when an able Statesman, who sees the imminence of the peril, is justified in resorting to a radical remedy, and adopting expedients which, in a less pressing emergency, might be considered rash or uncalled for.

The magnitude of the question justifies its solution at any reasonable cost. It concerns the efficiency and usefulness of from 300 to 400 highly-trained English officials, who are the virtual governors of our greatest dependency. If all these are allowed to remain dissatisfied and despondent throughout their official career, our administration *must* suffer from it. It is hardly necessary to point out the almost insuperable difficulties of good administration in India as it is; but if to these be added a discontented body of officials, through whom the administration *must* be carried on, it will be easily seen how much the difficulties will be intensified, and how impossible would be the task which would be set

to any Governor-General in telling him to govern with these instruments.

Again, it is not as if the Civilians were a body of clerks or accountants, who could be turned off at pleasure; they are a powerful, united, and able body of men, protected by an elaborate legal covenant, and, what is much more important, they are absolutely essential to the carrying on of the Government of India. If they were to withdraw, or if they become inefficient through disappointment and disgust, there is *no one* else to replace them; there is *no other* body of men who would have the requisite knowledge and experience.

The Civilians who complain of these grievances have had from five to 20 years' experience of Indian official life, and, as nine-tenths of the ordinary every-day work of Indian administration is being, and has always been, done by them, it will be easily imagined how important a question it is that they should be kept efficient, and, at least, fairly contented. Their work is not of a kind which can be measured by rule or line; in nine cases out of ten it is guaged only by the conscientiousness of him who does it,—and even the most conscientious man in the world will be less disposed to exert himself excessively in a tropical climate, and in a secluded district, where no public opinion controls him, if he considers himself treated with unfairness by his employers, and deprived of the pay and position which had been promised him, and which he had fairly earned by long and arduous services in the earlier part of his career.

It is a matter, therefore, of the greatest importance for the future success of our administration in India, that the grievances, of which the civilians of the Bengal Presidency have been complaining so long, should be redressed. They have petitioned and memorialised frequently since 1863, and every Lieutenant-Governor, Governor-General, and Secretary of State to whom their applications have been addressed has acknowledged freely the genuineness and gravity of the hardships of which they complained; but, notwithstanding this, no redress has been given during the 12 years from 1863 to 1875.

The promises * made by the Civil Service Commissioners in 1859, which had virtually a Parliamentary guarantee, have been entirely ignored, and those who were induced by them to enter the Civil Service of India, on a promise of a competency from the commencement of their service, and a liberal remuneration after seven or eight years, now find themselves after from 10 to 15 years' service, struggling with pecuniary difficulties, forced to attempt the impossible task of living on an income which would be barely suffi-

* The Table of Salaries for 1857, which they give, is here contrasted with the actual rates of pay in 1875.

BENGAL CIVIL SERVICE.

Number of Civilians drawing less than per annum.	In 1857.	In 1875.
£		
1000	134	234
2000	85	128
3000	122	80
4000	28	68
5000	20	11
6000	3	5
Total	392	526

From this it will be seen that almost the whole increase of the Service in 20 years has been in the lowest and worst paid grade, in which, of course, the vast majority of Competitioners are therefore forced to remain.

cient in England, and which is totally inadequate in India, unable to send their children to England, or even to return there themselves to recruit their health after many years' residence in a tropical climate; and in all their troubles uncheered by the slightest gleam of hope in the future. From the number of Civilians who have been sent out in the last fifteen years, and the paucity of well-paid appointments in Upper India, the *prospects* of the Civil Servants are even more gloomy than their present position is.* The young men who are now becoming candidates ought to be made aware of this. Unless some remedy be applied, and that quickly, they have absolutely nothing to hope for during their exile of a quarter of a century. Mr. Scoones, in his recent article in *Macmillan* on the Civil Service of England, speaks of the Indian Civil Service in terms which it may, perhaps, have once deserved, but which it has long ceased to merit. He talks of the "liberal remuneration and comfortable pensions enjoyed by the Civilians in the East;" the "liberal remuneration" has shrunk to the equivalent of £350 a year after 14 years' service in India, and the "comfortable pension" is half paid for by the Civilian himself, 4 per cent. being deducted from his salary for this purpose, from the day he lands in India till the day he retires from the Service. So far from meeting with "even-handed justice," as Mr. Scoones thinks, he cannot obtain the removal of grievances which are so clear and so grave that every Governor-General has acknowledged them, and has made promises of redress, which have unfortunately not been performed. So far from "nothing unsubstantial being offered them when they get there," all that was promised to them in England is denied when they reach India,

A crisis has now arrived, the despondency and discontent of the Service have reached a pitch which cannot continue long without grievous effects on the administration and the people. In a very short time it will be too late to obviate these, and the remedy should be applied at once, and should be complete and decisive.

* The proportion of badly-paid appointments under £600 a year, to those of £600 to £1,500, which may be called fairly well paid, is as follows in the three Presidencies:—Madras, 1 to 2·87; 1 to 1·12; Bengal, 1 to 1·05. So Madras is by far the best off in this respect also

II.

ABSTRACT OF THE EFFORTS MADE BY THE CIVILIANS OF THE NORTH-WEST PROVINCES

To Relieve the Stoppage of Promotion in the Service.

I.

In 1863 the Civilians of the N.W.P. presented a Petition to the Lieut.-Governor N.W.P., [1] objecting to the number of military and uncovenanted men who had been put into appointments in the Punjab and Oudh, in opposition to Lord Dalhousie's rule, that half should be held by Civilians (Res. Govt. of India, 21 Oct., 1856); [2] showing that, as more men were appointed to the N.W.P. than to Bengal, with a view to their being drafted on to the Punjab and Oudh, while they had not been so sent on, the average salary of men in Bengal was much higher than in the N. W. P., [3] that eleven appointments formerly held exclusively by covenanted Civilians had been taken away from them by the annexation of the Delhi Division to the Punjab; [4] that seven Civilians had been transferred from Bengal to the N. W. P. in 1858, which had accelerated promotion in Bengal, and retarded it in N. W. P.

The Lieut.-Governor forwarded this to the Government of India, with the remarks, that "it was a very fair representation of the disadvantage under which these officers are at present labouring," and that the names of twenty Civilians, whom he mentions as having returned to the N. W. P. from the Punjab, "are quite enough to show the injustice which has been done to the younger N. W. P. Civilians. twenty-one of whom ought to have been selected for service in the Punjab or Oudh;" while "the mere accident of an officer being posted in the first instance to Bengal or the N. W. P. should not result in such an important difference in position and remuneration." The Lieut.-Governor trusted that *early* measures would be adopted to provide the necessary remedy. The Secretary of State (No. 44 of April 30th, 1864,) directed Lord Dalhousie's proportion to be maintained, and Lord Lawrence, Governor-General, directed all local Governments to comply with these orders.

II.

Five years after this, in 1868, the Junior Civilians of the N. W. P presented a Memorial to the Viceroy on the occasion of the enactment of the New Furlough Rules, objecting that [1] as those on furlough would no longer vacate their appointments, the Juniors would lose the difference between fifteen permanent and fifteen officiating steps in promotion; [2] Junior Civilians would draw less pay while on furlough and sick leave; [3] Seniors would stay on for the increased furlough allowance, and not retire, by which promotion would be retarded.

They therefore prayed that [1] officiating allowances might be increased from 20 to 30 per cent. on the permanent pay of the office, [2] that the minimum furlough and sick leave allowance might be £500 a year, [3] that furloughs should be allotted by length of residence since last furlough, [4] that a grade of officiating first-class joint magistrates be constituted, [5] that officiating pay be not forfeited during privilege leave or furlough.

The second, third and fourth of these were granted in 1870, the first refused, and the fifth granted partially as regards privilege leave, but not as to furlough.

III.

Two years later, in 1870, the Central Committee of Civilians at Allahabad addressed a letter to Sir Richard Temple, Finance Minister, urging that [1] Junior Civilians had lost in every way by the New Furlough Rules, except in the officiating allowances, and that if these were to be now cut down, they would be entire losers; [2] That the proportion of one-half Civilians, laid down in Lord Dalhousie's Minute for Non-Regulation Provinces, had never been maintained, and that the Juniors in the N. W. P. were great losers by this, the proportions now being only as follows:—

Punjab - - - - -	42 per cent. Civilians.
Oudh - - - - -	27 „ „
Central Provinces -	30 „ „
Berars - - - - -	1 out of whole Commission.

IV.

At the end of 1870 a number of the members of the Bengal Service presented a Memorial to the Viceroy, showing that:—

[1] The New Furlough Rules retarded their promotion greatly.

[2] Increased officiating allowances had been granted as a special compensation for this.

[3] If allowances thus justly granted in 1868 could be abolished in 1869, other reductions would be made whenever it suited Government.

[4] No Political Appointments were now given to Civilians, though many were formerly.

[5] That Military Officers holding high Civil Appointments in the Punjab could not retire, owing to low pensions.

[6] That there would be no substantive promotion in the N. W. P. till the seventeen Civilians now without employ were absorbed, or for four years, and that it was the same in Bengal.

They therefore prayed that—

[1] Acting allowances might be fixed at 30 per cent.

[2] Minimum furlough allowances might be £500 a year.

[3] As many appointments as possible might be given to Civilians in Non-Regulation Provinces and in Political Departments.

[4] Privilege leave might be taken within three months of furlough.

By letter (No. , of 30th December, 1871,) from Home Secretary, the 2nd and 4th of these were granted. The 1st was refused on the ground that Juniors were drawing better, not worse, pay than before 1868 [this was not the case], and with regard to the 3rd, the Governor-General stated that "he could make no specific promises," and that "in every case the fitness of the individual must be more considered than the claims of the Service at large, however urgent," but that he would be glad to see Civilians more extensively em-

ployed in the Non-Regulation Provinces and Political Departments, and had issued orders to that effect to the Local Governments, and also for their employment in special departments.

These orders were approved by the Secretary of State in his despatch, No. 33 of 18th April, 1872.

V.

During 1870-71, while the Memorial was under consideration by the Government of India, Mr. Fisher had, as Secretary to the Civilians' Central Committee, addressed the members of the Service, stating that if the Memorial were unsuccessful, the Committee would memorialise the Secretary of State, and publish in the English press the future prospects, treatment and hardships of the Service, and its desirability, or the reverse, for the class of men whom Government requires. Another letter was circulated by Mr. Tupp, to all Bengal Civilians and Members of Government, showing that the Madras and Bombay Civilians were drawing £300 and £400 a year more pay than Bengal Civilians of the same standing, and that they had many more well paid appointments in proportion to their numbers. A second letter was addressed by the Central Committee, through Mr. Fisher, to the Home Secretary, showing in detail the effect of the new rules on the N. W. P. Civilians, and the excessive retardation of promotion, and inferiority of pay from which they were suffering, as compared with men in other provinces, and the hardship of giving appointments in preference to Civilians to military men who had not passed the competitive examinations. He urged that 12 or 15 men should be transferred from the North West Provinces into the Non-Regulation Provinces or to Political Appointments, so as to equalise their pay with that of other provinces. At the end of 1871 Mr. Fisher addressed a third letter to the Service, stating the result of his efforts at Simla, and in January, 1872, the reply of the Government of India to the 1870 Memorial was communicated to the Service. In April, 1872, the approval of it by the Secretary of State was also published. In May, 1872, Mr. Rawlins, as Secretary to the C. C. C., addressed the Service, again proposing a Memorial to the Secretary of

State, on the ground that the answer of the Government of India to the 1870 Memorial contained no recognition of the principle we contended for, and it refused to make any specific promises for the future, while the Government had shown disregard of our interests by the appointment of Major James. In September, 1872, he circulated a second letter, stating that the replies to the former had all been favourable to the submission of a Memorial to the Secretary of State, and enclosing a rough draft of the Memorial. He stated that a note on the position and prospects of the Service would be printed and circulated to the Service in India, Members of Parliament, and the English press. In November, 1872, he circulated a third letter, stating that in consequence of an interview with Local Government, N. W. P., some modifications had been made in the Memorial, and the financial results of the two schemes proposed had been worked out and shown.

VI.

In 1873 the Civilians of the North-West Provinces presented the final Memorial to the Secretary of State through the Government of India. In this they drew attention to Lord Dalhousie's rule, to their having been posted to the North-West Provinces, Punjab and Oudh, with reference to the requirements of the two latter Provinces, as well as the first, to the Secretary of State's and Governor-General's confirmation of Lord Dalhousie's rule in 1864, and to its utter disregard by the Local Governments, as shown by the tables given of the proportion of appointments in the Punjab and Oudh held by Civilians.

They urged that the posting of a large number of Junior Civilians on first arrival in India to the Punjab and Oudh was no compliance with the Rule, as it failed to relieve the block in the higher ranks. They showed by a table of the rates of pay drawn in the N. W. P. from 1862 to 1872 that the pay was steadily decreasing, and by a table of the rates of pay in all the different Provinces that the N. W. P. Civilians were the worst paid of all.

They urged that, owing to the impending reversion of Settlement Officers, the *prospects* of the Service were even

worse than ts present state; that the position of the N. W. Service was not due to any want of protests on their part, as shown by the Memorials of 1863, 68, and 70; that the reply to the latter was unsatisfactory, as it ignored the prior claims and qualifications of Civilians; and that nothing had been done for them since then in compliance with the promises contained in the answer, but that appointments had been given to Military Men, although the Secretary of State had said in 1870 that he objected to the giving to others of appointments intended for Civilians. They prayed the Secretary of State to re-affirm Lord Dalhousie's Rule, and direct the Government of India to carry it out in all future appointments, and to grant some present relief (1) by increasing the number of Joint-Magistracies; (2) by appointments in Jhansi and Kumaon; (3) by appointments in the Education, Forest, Jail, and Post Office Departments.

To this Memorial were appended [1] Lord Dalhousie's Resolution and Despatch of 1856, with the correspondence which then passed between the Supreme and North-West Governments; [2] the Memorial of 1856 to Local Government N. W. P., and the Local Government's letter on it to the Government of India; [3] table showing the number of Settlement Officers who would revert within six years; [4] table showing number standing and cost of all District Officers below the rank of Magistrates of Districts [£74,000 a year total]; [5] table showing cost if all Assistants were promoted to Second Grade Joint Magistracies after five years, and First Grade after eight years [total, £81,000 a year]; [6] table showing cost if pay of each Officer increased £60 a year up to ten years' service, and then £120 a year up to fifteen years (total, £86,000 a year), thus proving that the additional cost would be only £7,000 or £12,000 a year.

This Memorial was forwarded by the N. W. P. Government to the Government of India, with their letter, No. 1,544A, of 16th June, 1873, in which the Lieutenant-Governor remarked that the excessive addition to the Service in 1861 had caused a great stoppage of promotion to all below that year, that reversion of Settlement Officers would increase this, and that men senior to 1861 should be transferred elsewhere. He proposed a scheme making pay con-

sist of two parts; [1] a fixed staff salary rising by periodical increments, and [2] an allowance attached to every office, and to be enjoyed only by the actual incumbent; and urged the Government of India to employ Civilians in political appointments.

The Memorial was forwarded by the Government of India to the Secretary of State about the 1st of November, 1873; but the forwarding letter has not been published.*

The Secretary of Sate considered it, and in March, 1874, forwarded a despatch to the Government of India, stating that he considered the Civilians of the North-West had very grave cause of complaint, approving of the instructions which the Government of India was about to issue [not published], and requesting that all Local Governments might be directed to carry them out thoroughly.

15*th December*, 1874.

* It had not then; but it was published in the Papers moved for by Mr. Lowe on the 5th April, 1875, and it is given at page 65.

APPENDIX X.

THE NORTH-WEST CIVILIANS' MEMORIAL OF 1873.

To His Grace the Duke of Argyll, K.T., Her Majesty's Secretary of State for India in Council.

The Memorial of the undersigned Members of Her Majesty's Indian Civil Service serving in the North-Western Provinces.

Respectfully Sheweth,—

That your Petitioners are Members of the Bengal Civil Service, and entered that Service in 1856 and the following years.

2. That in a Resolution, dated the 21st October, 1856, Lord Dalhousie, then Governor-General of India, laid down the following Rules for the promotion of Members of the Bengal Civil Service in the North-Western Provinces, the Punjab, and Oudh :—

"1st.—That Civilians from the North-Western Provinces only shall be selected for Service in the Punjab and Oudh.

"2nd.—That in posting Civilians the requirements of the Punjab and Oudh shall be taken into account by the Home Department, and the men be gazetted to the North-Western Provinces, the Punjab and Oudh.

"3rd.—That in each of the grades of Deputy-Commissioner and of Assistant-Commissioner there shall be, as nearly as practicable, an equal number of Civilians and of Military or Uncovenanted Officers, and that coming vacancies shall be so filled up as gradually to bring about this proportion.

"4th.—That whenever a Civilian attached to the Punjab or Oudh Commission shall be promoted to the office of Magistrate and Collector in the North-Western Provinces, a Civilian shall be selected by the Government of India from the North-Western Provinces and posted to either Commission, either as an Assistant-Commissioner of any grade, or as a Deputy-Commissioner, as the Government may think

fit; such vacancies shall be considered exceptional, and the consequent arrangements discretionary with the Government.

"5th.—That the Chief Commissioners in the Punjab and Oudh shall furnish His Honor the Lieutenant-Governor, North-Western Provinces, with Quarterly Lists, of those Civilians who may be eligible under the foregoing Rules for the office of Magistrate and Collector in the North-Western Provinces."

3. That your petitioners were accordingly posted to the North-Western Provinces, the Punjab, and Oudh, with reference to the requirements of the two latter Provinces, under the Rule that there should be an equal number of Civilian and of Military or Uncovenanted Offices in each of the grades of Deputy and Assistant Commissioner in those Provinces, and that coming vacancies should be filled up so as gradually to bring about this proportion.

4. That in his Despatch No. 44, dated 30th April, 1864, Your Grace's predecessor confirmed that Rule in the following terms:—

"6. It was proposed by Lord Dalhousie, in his Minute on the Bengal Civil Service, forwarded with your letter of 12th of March, 1856, that, except in Frontier Districts and certain exceptional Provinces, such as Assam, the Civil administration of the British territory in India, including newly acquired territory when once brought into a settled state, should be conducted by Members of the Civil Service. It has, however, since been assumed, in the case of the Punjab and Oudh, that of the officers employed, from the grade of Commissioner to that of Assistant Commissioner inclusive, one-half should consist of Civil Servants, and the other half of Military Officers and uncovenanted Servants, and this arrangement was stated to be one of the bases on which your demand of 575 Civil Servants for the Bengal Establishment was framed at the beginning of last year.

"7. I have not heard anything from your Government which leads me to suppose that you contemplate any departure from that rule: I am not prepared to sanction any such departure."

5. That in a letter to the Secretary to the Government of the Punjab, No. 2548, dated 12th September in the same

year, Lord Lawrence, then Governor-General of India, reaffirmed the rules in the following manner:—

"As regards the first of these questions, I am directed to forward an extract of a recent Despatch from the Secretary of State [No. 44, dated the 30th April, 1864], from which you will see that it is the desire of the Home Government that the proportion of Covenanted Civil Officers which was laid down by Lord Dalhousie in his Minute of 1856 should be maintained; but having regard to the existing state of things, which has been brought about mainly by the inability of the older Provinces, up to a comparative recent period, to spare Members of the Covenanted Civil Service for employment in the Punjab, the adjustment of this proportion must necessarily be gradual, and will require, as observed by the Lieutenant-Governor, much care and discrimination. The Governor-General in Council would desire to leave the working out of the adjustment entirely to the Punjab Government, observing only that, while it is not desired that any Military Officer now in Civil employment in the Punjab, who is entitled by his standing to promotion, should in any case be superseded by a Covenanted Civil Servant who is junior in the Commission, and who has not otherwise a stronger claim to promotion, merely for the object of restoring the prescribed proportion of Civil and Military Officers in the upper grades. His Excellency in Council considers that every fair opportunity should be taken advantage of to add to the number of Covenanted Civil Servants in the Provinces.

"With this view the Governor-General in Council will be prepared to direct the transfer to the Punjab of any officer serving in the North-Western Provinces for whom the Punjab Government may see fit to apply, unless in any case there should be special reasons against the removal of the officer asked for."

6. That notwithstanding the formal promulgation and reiteration of Lord Dalhousie's Rules, so much of them as laid down the proportion of Civilians to be maintained in each of the grades in the Punjab and Oudh, and provided for the transfer of a Civilian to those Provinces from the North-Western Provinces whenever a Civilian from the

former should be promoted to the office of a Magistrate in the latter, has been disregarded.

Appointment.	Punjab.		Oudh.	
	Civilians.	Military and Uncovenanted.	Civilians.	Military and Uncovenanted.
Deputy Commissioners—				
1st grade ...	1	10	...	4
2nd ,, ...	3	8	1	3
3rd ,, ...	3	8	1	3
Total Deputy Comsioners	7	26	2	10
Assistant Commissioners —				
1st Grade ...	4	17	...	6
2nd ,, ...	7	10	3	3
3rd ,, ...	43	31	14	21
Total Assistant Commissioners	54	58	17	30
Grand Total ...	61	84	19	40

7. That this will be evident to Your Grace on a consideration of the table given above, which shows the proportion that Civilians bore to Military and Uncovenanted Officers on the 1st April, 1872, in each of the grades of Deputy and Assistant-Commissioner in the Punjab and Oudh, and by the following extract from a letter of the Secretary to the Government of the North-Western Provinces to the Secretary to the Government of India, No. 2437A, dated 1st July, 1863 :—

"3. During the last three years the following gentlemen have returned from the Punjab or Oudh, and have received appointments in the North-Western Provinces; while during the same period His Honor believes that not more than six or eight have left the North-Western Provinces for either the Punjab or Oudh:—

"Mr. B. Hardinge - -	Punjab.
„ W. C. Plowden - -	Punjab.
„ G. H. Lawrence - -	Oudh.
„ W. R. Benson - -	Oudh.
„ S. N. Martin - -	Oudh.
„ J. Vans-Agnew - -	Punjab.
„ J. H. Morris - -	Punjab.
„ G. H. M. Ricketts - -	Punjab.
„ G. Ousely - -	Punjab.
„ J. H. Prinsep - -	Punjab.
„ W. A. Forbes - -	Punjab.
„ R. Simson - -	Punjab.
„ H. Monckton - -	Punjab.
„ F. Thompson - -	Punjab.
„ H. B. Henderson - -	Punjab.
„ C. B. Denison - -	Punjab.

"4. Others also have in like manner returned since the Punjab was annexed, whose places have not been filled up by selections from the North-Western Provinces, *e. g.*:—

"Mr. B. Sapte.	Mr. J. F. D. Inglis.
„ H. P. Fane.	„ W. J. R. Carnac.

"5. There are probably others whose names have been omitted; but these are quite enough to show the injustice which has been done to the younger North-Western Civilians, twenty-one of whom, as appears from the Memorial, ought to have been selected for services in the Punjab or Oudh."

8. That since 1863 a considerable number of newly arrived Civilians of the years 1863-1864 and 1870-1871, gazetted to the North-Western Provinces, the Punjab and Oudh, have been posted direct to the latter Provinces, or have been transferred to them after a short residence in the North-Western Provinces; and that to this circumstance is due the large proportion of Civilians to be found in the lowest grade of Assistant Commissioner; but that it will be

obvious to Your Grace that this was no compliance with either the letter or the spirit of Lord Dalhousie's Rules; and that it in no way affected the position of Civilians serving in the North-Western Provinces who had entered the Service before those years.

Number of Years' Service.	Average Pay in 1862. Rs. per mensem.	Average Pay in 1867. Rs. per mensem.	Average Pay in 1872. Rs. per mensem.
1	Students	...	400
2	400	406	462
3	...	400	470
4	433	482	500
5	566	464	625
6	565	559	...
7	720	610	500
8	850	...	500
9	1,000	700	600
10	1,000	941	550
11	1,240	971	850
12	1,360	1,231	666
13	1,525	1,142	...
14	2,090	1,212	1,000
15	1,988	2,250	1,000

Quinquennial Group.	AVERAGE PAY IN		
	1862.	1867.	1872.
1 to 5 Years.	466	438	492
6 to 10 „	827	702	537
11 to 15 „	1,639	1,561	879

9. That in consequence of the stagnation of promotion due to the retention in the North-Western Provinces of Civilians who should under the Rules have been transferred

to the Punjab and Oudh, your Petitioners' position and prospects have yearly deteriorated; and that this will be evident to Your Grace on an examination of the table below, which shows the average monthly salary drawn by Civilians in the regular line in these Provinces in each of the years 1862, 1867, and 1872, after periods of service of from one to fifteen years, and more clearly from the accompanying table, in which the years are arranged in quinquennial groups—the slight advantage now enjoyed by men of from 1 to 5 years' service being due to the new rule under which they come up-country at once, and are able to pass the examination which entitles them to a salary of Rs. 500 sooner than they could have done when they were obliged to remain as students at Calcutta for from six to eighteen months.

Year of Appointment.	AVERAGE PAY IN						
	Bengal Rs.	Madras Rs.	Bombay. Rs.	North Wstrn. Provinces.	Punjab Rs.	Oudh. Rs.	Central Provinces. Rs.
1871	412	427	400	400	400	400	400
1870	450	427	429	462	480	466	400
1869	477	532	505	470	462	...	475
1868	550	602	543	500	...	...	...
1867	670	652	646	625	...	700	600
1866	...	...	...	...	...	...	...
1865	767	735	714	500	700	700	...
1864	754	771	883	500	700	...	566
1863	756	1,014	852	600	813	700	500
1862	885	1,237	1,064	550	911	800	...
1861	1,110	...	975	850	1,066	700	1,055
1860	1,340	1,599	1,283	666	...	...	...
1858	1,189	2,088	1,600	1,000	...	...	...
1857	1,550	2,143	1,216	1,000	1,452	...	...
1856	1,776	2,110	1,507	1,303	...	1,833	2,750

10. That not only is the average pay drawn, by your Petitioners in the regular line of the service less than that

which was formerly drawn by officers of the same standing in these Provinces, but it is considerably less than that drawn by Civilians of the same standing in the regular line in any part of India; in proof of which your Petitioners would respectfully draw Your Grace's attention to the preceding statement, which shows the average salary on the 1st April, 1872, in seven Provinces, of all Civilians of a standing of 16 years and under who do not hold exceptional appointments.

11. The results of the above statement are still more clearly shown in the annexed table, to which they would also invite Your Grace's attention, in which is shown the average pay of Civilians of from 1 to 15 years' service in the three Presidencies and the North-Western Provinces, arranged in quinquennial periods.

Quinquennial Period.	AVERAGE PAY IN			
	Bengal.	Madras.	Bombay.	N.W.P.
	Rs.	Rs.	Rs.	Rs.
1871 to 1867	512	528	506	491
1866 to 1862	790	939	878	537
1861 to 1857	1,393	1,985	1,316	964
Average Pay of 15 years.	906	1,103	902	673

12. That your Petitioners' prospects are still worse than their present position, as 14 Settlement Officers, of a standing of from 11 to 15 years, and 12 Assistant Settlement Officers, of a standing of from 4 to 11 years, who are now withdrawn from the regular line of the Service, will, in the natural course of events, revert to that line on the completion of the Settlements within the next few years. That the average number of steps gained per annum during the last 10 years being five, it may be assumed that the reversion of these officers will still further retard the promotion of your Petitioners for periods of 5 years and under, in proportion to their relative seniority in the Service.

13. That your Petitioners' position is not due to any failure on their part to draw the attention of the Governments of India and of the North-Western Provinces to the injury which was being inflicted on them, or to pray for its alleviation; that as early as 1863 they presented a Memorial on the subject to the Lieutenant-Governor of the North-Western Provinces, by whom it was forwarded for the favourable consideration of Lord Lawrence, then Governor-General, who directed the Punjab Government to carry out Lord Dalhousie's Rules; and that, having failed to obtain any relief from the action of that Government, they addressed Lord Mayo in the following terms, in a Memorial presented to him in 1870:—

"9. That your Memorialists humbly desire to draw your Lordship's attention to the fact that they have not obtained their allotted share of the appointments in the Non-Regulation Provinces, although in order that a steady and equal flow of promotion should be secured to the Members of the Civil Service, it was considered necessary by the Supreme Government in 1865 [*vide* Resolution of the Government of India, No. 5,450, of October 21st, 1856] that the proportion of Covenanted Civilians to be employed in the Non-Regulation Provinces should be as nearly as possible maintained at one half. That owing in a great measure to the disturbances of 1857 the rule then laid down was lost sight of, till the hardships caused gave rise to a Memorial from certain Members of the Service in 1863, praying that the rule might be adhered to. That the principle was re-affirmed by the Supreme Government, and that the Secretary of State [No. 44 of April 30th, 1864] further declared that it was the desire of the Home Government that the proportion laid down in Lord Dalhousie's Minute should be maintained. That though accordingly, in 1864 and 1865, several Members of the Civil Service were transferred to the central Provinces and Oudh, the number of Civilians never reached the prescribed proportion, and now stands nearly thus:—Punjab, 42 per cent.; Oudh, 27; Central Provinces, 30; while in the Berars Commission there is, as far as your Memorialists are aware, only one Civilian—the effect of which has been to aggravate the long stoppage of promotion under which the Junior Civil Servants in the Regulation Provinces are suffering.

"10. That the Service to which your Memorialists belong is one in which the appointments which they shall or may hold are very strictly defined; and that notwithstanding this, it is subject to frequent encroachment on the part of other servants of the Crown, to whom a far larger field of service is open in all parts of the world. That your Memorialists consequently pray your Lordship to take into consideration their claims to Political appointments of all grades, of which of late years they have held an unusually small number.

"11. That your Lordship will not have failed to observe the number of Military Officers holding high appointments in the Punjab, who are prevented from retiring by insufficient or ill-adjusted retiring pensions, thus causing the present very serious stagnation of promotion in that Province.

"12. That your Memorialists would fain suggest, that in future appointments of Civil Servants, the appointments to each Province should, as nearly as possible, be of the same number in each succeeding year; that many Junior Civilians in the North-Western Provinces must, unless some remedy be forthcoming, suffer heavily for many years, if not for the whole length of their service, from the unusual number of appointments made in 1861-63. That independently of this, the Juniors in the North-Western Provinces can expect no substantive promotion for four years, or until the seventeen Seniors now without appointments have been sooner provided for; and that *mutatis mutandis*, many of the Junior Civilians in the Provinces of Bengal are in the same hopeless position as those in the North-Western Provinces."

14. That in the following year your Petitioners received a reply to their Memorial in which their prayer was disposed of in the following terms:—

"4. On the third point I am to state that the Governor-General in Council can make no specific promises. Any relief that he could give to the Service by appointments in his gift would be very small, while in every appointment the fitness of the individual must be more considered than the claims of the Service at large, however urgent they may be. Still His Excellency in Council would be glad to see the Members of the Covenanted Civil Service more extensively

employed in the Non-Regulation Provinces, and in the Political and other Departments of the State; and I am to acquaint you that stringent orders were issued last year to the Local Governments and Administrations in the Bengal Presidency to give effect to these views, so far as the Non-Regulation Provinces are concerned. His Excellency in Council will further address the Local Governments with a view to the employment in special departments of Members of the Civil Service who possess the necessary qualifications, so far as this can be done without injustice to the claims of gentlemen already employed in such departments.

"It is understood, however, that the Lieutenant-Governor of the North-Western Provinces has on more than one occasion recently bestowed on Covenanted Civilians appointments not reserved exclusively to the Service; and, with reference to the present admitted stagnation of promotion, the Governor-General in Council hopes that His Honor will be able to find other similar opportunities."

15. That Your Grace will not fail to observe that this reply, though generous in tone, ignores the existence of the rules laid down and confirmed by two previous Governors-General and sanctioned by Your Grace's predecessor, and recognises individual fitness as the only principle to be observed in the filling up of the appointments, a share in which is claimed by the Civil Service. That your Petitioners fully admit that individual fitness should be the ultimate guide in the selection for all appointments; but they would respectfully submit to Your Grace that the observance of this principle can scarcely make it necessary to pass over the ranks of a Service whose Members, selected for their ability by competition, have undergone a special training for the duties they have to perform, in order to confer an appointment upon a Member of the Military Service without any experience of Civil Work.

16. That your Petitioners would also submit that, however liberal the sentiments of the late Lord Mayo's reply may be, in the absence of any definite rule or principle, the good wishes of the Government for the time being afford no guarantee for the future. That up to the present time the only result of the stringent orders issued to the Local Governments in 1870 has been the appointment to the Punjab,

Oudh, and the Central Provinces of a large number of the young Civilians who arrived in that and the following year —a proceeding which obviously afforded no relief to the North-Western Provinces, and was calculated to create in the former Provinces, in future years, the stagnation of promotion which must follow an immoderate number of appointments in any particular year; and that though within the same period the Government of India have appointed two Civilians from the North-Western Provinces to the Burmah Commission—as Judicial Commissioner and Assistant-Commissioner of the 2nd grade respectively, and have appointed another to act temporarily as Deputy-Commissioner in the Central Provinces, they have appointed a Cavalry Officer, with no experience of Civil Work. to a permanent Deputy-Commissionership in the latter Province, in which 10 out of 11 Deputy-Commissioners were already Military.

17. That in a recent Despatch of Your Grace to the Government of India, No. 84, dated 10th March, 1870, your Petitioners observe the following sentence:—

"Her Majesty's Government look with great disfavour to the system which appears to be growing up in India of appointing Englishmen in India to situations that ought only as a rule to be filled by Civilians, who have gained their position by open competition."

18. That they are encouraged by this to pray that Your Grace will re-affirm Lord Dalhousie's Rules, and direct the Indian Government to carry out their provisions, with due regard to the vested interests of Members of the Civil Service now serving in the Punjab and Oudh, by "filling up coming vacancies so as to bring about the prescribed proportion."

19. That even a strict observance of these Rules in the future will not for some years remedy the evils which have been brought about by its disregard in past years, for the appointments claimed by your Petitioners are in the occupation of a body of Military and Uncovenanted Officers who have acquired an undeniable prescriptive right to their retention; but they venture most respectfully to submit that their equitable claim to relief cannot be barred by any rights which the Indian Government may have allowed to

grow up against itself; and they, therefore, pray Your Grace to consider whether some present measures may not be adopted to relieve, in the meantime, the stagnation of promotion from which your Petitioners are suffering.

20. That it is not for your Petitioners to point out what measures should be adopted for the purpose of obtaining this object, but that they venture to suggest, as one means of affording immediate relief, such a temporary increase in the number of Joint Magistrates of the 1st and 2nd grade as would relieve the Assistants of long standing and experience, who, owing to the disproportionate increase in the junior ranks of the Service, have now no prospect of any substantive promotion until after a service of from 13 to 15 years. That your Petitioners fully admit the inexpediency ot any unnecessary increase to the State charges, but they venture to point out that, as the duties and responsibilities of a Joint-Magistrate of either grade in no way differ from or exceed those of an Assistant with full powers, the creation of the grades of 1st and 2nd Class Joint-Magistrate was evidently intended to ensure to Subordinate Magistrates a fair share of promotion after a reasonable period of service; and as the Statements before Your Grace sufficiently show that this object has not been obtained, and the truest economy is to be found in the efficiency of the public service, they venture to submit that the small additional cost involved in their suggestion would not be incompatible with the best interests of the State.

21. That your Petitioners would also respectfully urge their claims to a share of the appointments in the Political Department, and would draw Your Grace's attention to the fact that, though their predecessors have done the State distinguished service in that Department, none of the important charges at the Courts of the Native States of Rajpootana or Central India, bordering on these Provinces, are now held by Members of the Civil Service; that they would venture to submit that this circumstance cannot be due to any inherent want of training or fitness in the Members of a Service from whose ranks are selected the Secretaries of the Foreign Office, by whom the Department is controlled; and that they would point out the obvious advantage which would result to the Public Service by the

employment in that office of Civilians who had already obtained in the Political Service a practical knowledge of the subjects with which they would have to deal.

22. That your Petitioners also pray for a larger share in the appointments in the Non-Regulation Districts attached to the North-Western Provinces, and respectfully draw Your Grace's attention to the fact that the officials employed in the administration of the Hill Division of Kumaon are all Military or Uncovenanted Officers, and that only two Civilians are employed in the Jhansi Division: and they also venture to point out that in these Provinces the appointments in the Departments of Education, Forests, Jails, and Post Office, and the appointments of Superintendent of the Government Press and Cantonment Magistrate, have of late years become entirely filled by Military and Uncovenanted men, to the exclusion of Members of the Civil Service.

23. That your Petitioners, while respectfully urging their claims upon the consideration of Her Majesty's Government, desire to approach it with an assurance of their unwavering fidelity in the discharge of their duty, and their unabated devotion to the service of the Crown.

This Memorial was signed by 100 *Civilians then serving in the N. W. P.*

January, 1873.

APPENDIX XI.

AN EXAMINATION OF THE INFLUENCE OF THEIR PLACES IN THE OPEN AND FINAL LISTS ON THE HEALTH AND VITALITY OF THE CANDIDATES,

1856-65.

APPENDIX XI.

An Examination of the influence of their places in the Open and Final Lists on the health and vitality of the Candidates.

Nominal List of all Competition Civilians of the years 1856-65, who have died or retired, showing their numbers both in the Open Competitive Examination and in the Final Examination.

Year.	No. of Civilians sent out.	Names of Dead.	No. in Open Competition.	No. in Final Exam.*	Names of Retired.	No. in Open Competition.	No. in Final Exam.*
1856.	20	Wells Butler	1	...	None	...	...
No. Dead	5	R. Warrand	5	...	...	...	...
No. Retired	0	R. H. Pomeroy ...	9	...	...	...	...
		H. Wilson	12	...	...	...	...
No. Remg.	15	C. Daly	20	...	...	...	...
1857.	20	H. D. Sweeting ...	1	...	S. H. Boult	2	...
No. Dead	3	J. W. S. Wyllie ...	11	...	J. W. Furrell	8	...
No. Retired	2	H. M. Thelwall ...	20	...	...	...	...
No. Remg.	15						

* There was no Final Examination in 1856 or 1857.

Year.	No. of Civilians sent out.	Names of Dead.	No. in Open Competition.	No. in Final Exam.	Names of Retired.	No. in Open Competition.	No. in Final Exam.
1858.	12	None.	...	...	None	...	...
1859.*	20	H. Le P. Wynne ...	4	1	H. Morris	5	2
No. Dead	6	T. F. Smith	2	4	W. C. Eades	12	13
No. Retired	2	C. G. Sperling ...	8	11	...	...	...
		J. Ward	13	14	...	...	...
No. Remg.	12	A. Brown	14	16	...	...	...
		A. M. Macgregor ...	18	18	...	...	...
1860.	32	C. G. Walker... ...	31	1	G. E. Makgill... ...	29	32
No. Dead	8	W. J. Mulligan ...	2	4	...	...	...
No. Retired	1	Con. Twigg	5	13	...	...	..
		E. Montagu	21	25	...	...	...
No. Remg.	23	J. Wilson	17	27	...	...	...
		H. C. B, C. Raban ...	26	28	...	...	...
		E. H. Little	10	29	...	...	....
		J. E. Armstrong ...	33	30	...	...	...

* There was no general Final Examination this year; the men were examined in batches.

1861.	68	W. Murray	13	4	W. T. Baldwin ...	67	38
No. Dead	13	J. S. Carstairs ...	6	9	C. E. Merington ...	47	68
No. Retired	2	E. W. Barron* ...	36	12	...	...	...
		D. R. Parke	72	28	...	...	....
No. Remg.	53	T. H. Shortt	36	34	...	...	...
		H. Linton	73	40	...	...	...
		R. R. Price	76	42	...	...	...
		V. Irwin	34	44	...	...	...
		H. F. Tyrrell... ...	5	46	...	...	...
		G. J. Richards* ...	35	47	...	...	...
		H. Clarke	37	51	...	...	...
		J. G. Robertson ...	10	52	...	...	...
		F. Thelwall	30	57	...	...	...
1862.	61	Jas. Stewart*...	39	14	P. L. Roberts... ...	53	8
No. Dead	4	A. Yardley*	50	22	J. M. Lister	23	43
No. Retired	2	J. C. Graves	30	49	...	...	...
		W. S. Lilly	49	51	....	...	...
No. Remg.	55						

* Passed the Open Competition in the previous year, but came out in this year.

Year.	No. of Civilians sent out.	Names of Dead.	No. in Open Competition.	No. in Final Exam.	Number of Retired.	No. in Open Competition.	No. in Final Exam.
1863.	91	G. Smith	81	9	A. W. Crichton ...	8	45
No. Dead	11	T. G. Hanson ...	45	18	A. W. Hume* ...	21	57
No. Retired	3	R. Jardine	2	26	W. H. Thompson ...	39	88
		T. N. Wilson	21	34	...	...	...
No. Remg.	77	W. E. Kinsey ...	7	41	...	...	...
		J. Birkmyre	34	79	...	...	...
		E. H. Harrison ...	11	80	...	...	...
		J. H. Lloyd	53	85	...	...	...
		W. C. Bovell	44	86	...	...	...
		M. S. Champneys ...	29	87	...	...	...
		W. H. Maber	54	89	...	...	...
1864.	52	G. Smeaton	1	2	None	...	...
No. Dead	4	E. K. Lidderdale ...	3	11	...	...	...
No. Retired	0	T. E. Huddlestone ...	16	19	...	...	...
		F. E. Hall	51	39	...	...	...
No. Remg.	48						
1865.	36	G. E. Low	3	1	None	...	...
No. Dead	2	W. Thaine	18	18	...	...	...
No. Retired	0	...	...	...	...	...	...
No. Remg.	34						

* Passed the Open Competition in the previous year, but came out in this year.

In the above Table I have given the numbers both in the Open Competitive examination and in the final examination (at the end of the one year's training) of all the Competitive Civilians who went out from 1856 to 1865, and who have since died or retired from the Service. My object in preparing this Table was to see if it were possible to deduce from it any definite results as to the action of the examinations and the training on the health and vitality of the candidates. For instance, if we found that the majority of deaths and retirements occurred in the first third among the candidates of each year, we might fairly conclude that the examinations, or the preparatory work necessary to ensure passing had been injurious to their health; whereas, if we found that the majority occurred in the last third, we might properly conclude that those who just struggled in towards the end of the list were more weakly than their more vigorous rivals, who obtained places in the upper two-thirds; while, if we find the deaths, &c., distributed pretty equally over the whole list (as we should expect, if the examinations had no effect one way or the other on the candidate's health), then we may reasonably hold that they exert no such influence.

We must, of course, keep quite separate the figures belonging to the Open Competitions and those of the Final Examinations, as they differ very widely in most cases, and the Examinations are of a totally different character. The men who are at the top of the Open Competition list are men who have received a good School and College education, and to this have added considerable ability and moderate industry; their efforts have been spread over a good many years; and though they must have been sustained, they need never have been excessive. On the other hand, the men who come out high in the Final Examinations are generally men who to moderate abilities have added great energy and power of work; their efforts are confined to the one or two years between the Open Competition and the Final Examination; but during this time they are often more intense and trying than any which are made for the earlier examinations. If this view of mine be correct, we ought to find that the men who were high in the Open Competitions have not shown much sign

of their exertions having been injurious, and have not died or broken down more rapidly than the other competitors; while those who were highest in the Final Examinations may fairly be expected to afford proofs that the struggle for priority has not been without its efforts on their after-lives.

We must now see if the figures support my theory.

A. Test by Average of all Numbers.—To test this I have in the following Table arranged the figures indicating the numbers on the list of the men who have died or retired, above the line, and below it have placed the number of appointments at the Open Competition, or at the Final Examinations.

1.—OPEN COMPETITION.

	DEAD.		RETIRED.	
	1856.		1856	
No. of Competitor.	1 . 5 . 9 . 12 . 20	47 / 5 = $9\frac{2}{5}$	0	
No. of Apts.	20			
	1857.		1857	
No. of Competitor.	1 . 11 . 20	32 / 3 = $10\frac{2}{3}$	2.8. / 20	10 / 2 = 5
No. of Apts.	20			
	1858.		1858	
No. of Competitor.	0		0	
No. of Apts.				
	1859.		1859	
No. of Competitor.	4 . 2 . 8 . 13 . 14 . 18.	59 / 6 = 9	5.12. / 20.	17 / 2 = $8\frac{1}{2}$
No. of Apts.	20			

	DEAD.		RETIRED.	
	1860.		1860	
No. of Competitor.	31.2.5.21.17.26.10.33.	145	29.	29
No. of Apts.	40	$\frac{}{8} = 18\frac{1}{8}$	40	$\frac{}{1} = 29$
	1861.		1861	
No. of Competitor.	13. 6. 71. 72. 36. 73. 76. 34. 5. 35. 37. 10. 30.	498	67. 47. —	114
No. of Apts.	80	$\frac{}{13} = 38\frac{4}{13}$	80	$\frac{}{2} = 57$,
	1862.		1862	
No. of Competitor.	39 . 50. 30. 49 .	168	53. 23.	76
No. of Apts.	80	$\frac{}{4} = 42$	80	$\frac{}{2} = 38$
	1863.		1863	
No. of Competitor.	81.45.2.21.7.34.11.53. 44 . 29 . 54	381	8 . 21 . 39 .	68
No. of Apts.	80	$\frac{}{11} = 35$	80	$\frac{}{3} = 23$
	1864.		1864	
No. of Competitor.	1 . 3 . 16 . 51	71		
No. of Apts.	60	$\frac{}{4} = 18$	0	
	1865.		1865	
No. of Competitor.	3 . 18 .	21		
No. of Apts.	40	$\frac{}{2} = 10\frac{1}{2}$	0	

Taking the Deaths first, and dividing the average of the numbers of those who died by the number of appointments

1856	1857	1859	1860	1861	1862	1863	1864	1865
9	11	10	18	38	42	35	18	10
—	—	—	—	—	—	—	—	—
20	20	20	40	80	80	80	60	40

and reducing these to a common denominator

$$\frac{36 \cdot 44 \cdot 40 \cdot 36 \cdot 38 \cdot 42 \cdot 35 \cdot 24 \cdot 20}{80}$$

The sum of these is 315; which divided by 9 the number of figures gives an average of 35.

Therefore $\frac{35}{80}$ or $\frac{7}{16}$ represents the distance down the list of the Open Competition, where the average number of Deaths takes place.

This is, I think, what might fairly have been expected; it is 1-16 above the half-way place on the list, and the only conclusion we can draw is that those in the upper half of the list die slightly in excess of those in the lower half, but *very* slightly.

It would be possible, no doubt, to work out from the figures I have given above the exact death-rate of each year, and of the upper and lower half of each year; but I am not able to give any more space or time to this now.

The retirements are so few compared to the deaths that they do not afford so good a test; and they are further invalidated by the fact that a few men retire from other causes than ill-health; in fact, I know this to have been the case in four out of the 12 retirements which have taken place in these 12 years; but taking the figures for what they are worth, they give the following results:

5	8	29	57	38	23		38	$7\frac{3}{8}$
—	—	—	—	—	—	*i.e.*	—	or —
20	20	40	80	80	80		80	16

That is within a fraction of the same result we obtained from the figures relating to the deaths.

II.—FINAL EXAMINATIONS.

If we turn now to the figures of the Final Examinations and test them in the same way, I think we shall find somewhat different results; but in the first two years, 1856-7, there were no Final Examinations, and among the men of 1858 there have as yet been no deaths or retirements; so we are limited to the years 1859-65, as in the years since 1865 there have been, as yet, too few deaths and retirements to form a basis for any theory.

	DEAD.		RETIRED.	
No. of Competitor.	1859. 1 . 4 . 11 . 14 . 16 . 18	64	1859. 2 . 13	15
No. of Apts.	20	6 = $10\frac{2}{3}$	20	2 = $7\frac{1}{2}$
No. of Competitor.	1860. 1.4.13.25.27.28.29.30	157	1860. 32	32
No. of Apts.	32	8 = $19\frac{5}{8}$	32	1 = 32
No. of Competitor.	1861. 4.9.12.28.34.40.42.44.46 47.51.52.57	466	1861. 38 . 68	106
No. of Apts.	68	13 = 3	68	2 = 53
No. of Competitor.	1862. 14 . 22 . 49 . 51	136	1862. 8 . 43	51
No. of Apts.	61	4 = 34	61	2 = $25\frac{1}{2}$
No. of Competitor.	1863. 9 . 18 . 26 . 34 . 41 . 79 . 80 85 . 86 . 87 . 89	634	1863. 45 . 57 88	190
No. of Apts.	91	11 = 58	91	3 = 63

	DEAD.		RETIRED.
No. of Competitor.	1864. 2 . 11 . 19 . 39	71 / 4 = 18	1864.
No. of Apts.	52		0
No. of Competitor.	1865. 1 . 18	19 / 2 = 9½	1865.
No. of Apts.	36		0

Again dividing the average of the numbers of those who died by the number of appointments in that year.

1859	1860	1861	1862	1863	1864	1865
11	20	36	34	58	18	9
20	32	68	61	91	52	36

we find that $\frac{924}{1800}$ or $\frac{1}{2}$ represents the distance down the list of the Final Examinations where the average number of deaths take place.

The number of retirements being only 10, and at least three of these being due to other causes than illness, it is impossible to deduce any data from them.

It will be seen, therefore, that my supposition that the more intense and trying work for the Final Examinations would affect the health of those who obtained high places in them, as compared with those who obtained the first places in the Open Competition, is *not* borne out by the figures; for in the Final Examinations the average place of all the Deaths is exactly half way down the list, while in the Open Competitions it is slightly *above* the half way place.

But we have obtained one result which I venture to think is not without value and interest, and that is, we have proved that the deaths in the ten years, from 1856 to 1865, have occurred in almost exactly equal proportions among those who were in the first half of the list and those who were in the last half, whether we take the Open or the

Final Examination as a test; that is to say, those who worked hard, and won the highest places, have not suffered any more in health afterwards than those who, whether from indolence or from deliberate intention, refrained from exerting themselves so much. These two examinations taken together are a very thorough test; and the objection which might be made if the Open Competition alone were taken, that the lower men had to work just as hard for their low places (in proportion to the ability which they possessed) as the high men had to work for their high places, does not hold good when the test is applied to both Examinations, because the places of the men in the two examinations are often completely reversed, and those who were highest in the Open Competition were often lowest in the Final Examination, and vice versa; so that it could not have been the ability of the clever men, which by rendering it unnecessary for them to work hard, saved them from feeling any ill-effects from the Examinations; for very often those who, judged by the test of the Open Competition, were the dullest, came to the top of the list in the Final Examination, and yet we find that they have not died any quicker than those who were content to be near the bottom of the list in both examinations.

The truth is that the same energy and stamina which enables a man to obtain a high place on either list, equally renders him capable of resisting the influences of climate and hard work in India. The only reservation I would make to this is to say that if he works *too* hard, be it in England or in India, he will certainly feel the consequences some day; but the fact that several of the men who were first in either of the Examinations have died must not be pressed too strongly. At the utmost it merely shows that there may be a certain risk in trying to obtain the *very* highest places; and I for one should be very sorry to deny this, for I think that under the present system the strain during the two years between the Open and the Final examinations is too severe and too protracted, for though, as we have seen above, the higher men did not die more rapidly than the lower when the period of probation extended over one year only, yet I feel certain that *some* men in each year, whether they be in the upper or lower half of the list, do

now feel the consequences of the over-work and the continuous strain since the period has been extended to two years. The training given *now* in two years is very much more complete than that which could be given in one year under the system which prevailed up to 1865 (of course my figures only refer to this latter system as they extended only to 1865); but I am inclined to doubt whether there were not great advantages in shortening the period of probation and hard work in England, and in allowing the candidates to confine themselves to a fair knowledge of law and and an elementary knowledge of one, or perhaps two, native languages.

It is to be remembered that for the first 3 or 4 years of his official life a young Civilian does nothing but routine work, ordinary charges of assault, theft, and robbery, with a few revenue cases of arrears of rent or division of profits, and that he will do no work requiring a knowledge of Civil law till he is an Officiating Judge, at perhaps 18 or 20 years after he enters the Service, so that much of his elaborate training in England for the Final Examination is virtually thrown away, and he has forgotten it all before he has an opportunity of using it.

I am, therefore, on the whole inclined to think that it would be better to revert to the former system of retaining the Candidates only one year in England after the Open Competition, and leaving them to acquire any further training they might need in Indian law and languages in the country itself, all the purely European subjects having been thoroughly mastered in England. This would allow the Candidates to pass the Open Competition one year older than they do now, which would be a great advantage.

B. Test by Upper and Lower Fourths.—There is another way of testing the effect of the work and the Examinations on the health of the Candidates; and I will apply it to the same years, viz., 1856-65. This is by taking the first fourth of each year's list and the last fourth (omitting the middle half), and then seeing whether more deaths occur in the former or in the latter.

I apply this method first to the figures resulting from the Open Competition, and then to those of the Final Examination.

(I.)—OPEN COMPETITION.

Year	1856 (20)*		1857 (20)	
Division	Upper fourth	Lower fourth	Upper fourth	Lower fourth
Numbers in List of those Dead.	1 . 5	20	1	20
Year	1858 (12)		1859 (20)	
Numbers in List of those Dead.	0	0	2 . 4	14 . 18
Year	1860 (40)		1861 (80)	
Numbers in List of those Dead.	2 . 5 . 10	31 . 33	5.6.10.13	72.73.76
Year	1862 (80)		1863 (80)	
Numbers in List of those Dead.	0	0	2.7.11	81
Year	1864 (60)		1865 (40	
Numbers in List of those Dead.	1 . 3	51	3	0

* The figures in brackets represent the number of appointments in that year.

(II.)—FINAL EXAMINATION.

Year	1856-59 no Final Examination.			
Year	1860 (32)		1861 (68)	
Division	Upper fourth	Lower fourth	Upper fourth	Lower fourth
Numbers in List of those Dead	1 . 4	25.27.28 29.30	4.9.12	52 . 57
Year	1862 (61)		1863 (91)	
Numbers in List of those Dead	14	49 . 51	9 . 18	79.80.85 86.87.89
Year	1864 (52)		1865 (36)	
Numbers in List of those Dead	2 . 11	0	1	0

From these figures we obtain the following results; the number of those in the first fourth of the list of each year and those in the last fourth, who have died, is—

Year	Open Competition.		Final Examination.	
	First fourth	Last fourth	First fourth	Last fourth
1856	2	1	—	—
1857	1	1	—	—
1858	0	0	—	—
1859	2	2	—	—
1860	3	2	2	5
1861	4	3	3	2
1862	0	0	1	2
1863	3	1	2	6
1864	2	1	2	0
1865	1	0	1	0
Totals	18	11	11	15

The total results, therefore, are that, in the Open Competition, 18 from the first fourth have died to 11 from the last fourth; but in the Final Examination, only 11 from the first fourth have died, compared to 15 in the last fourth, or roughly, $1\frac{1}{3}$ to 1 in the Open Competition, but 1 to $1\frac{1}{3}$ in the Final Examination.

The difference in results for the two examinations is very surprising, and would seem to show that those who pass high in the Open Competition examinations are considerably more likely to die than those who pass low; but I suspect that either the number of deaths with which we are dealing is, as yet, too few to afford a safe basis of calculation, or else that the abler men, who pass highest, obtain more important posts, and are exposed to greater risks or wear themselves out by overwork in India, as several are known to have done.

The figures for the Final Examinations are very different, and the lowest men die as much faster than the highest, as the reverse is the case for the Open examination. The instances in 1863 are very remarkable, for six men have died between No. 79 and 89, or six out of the last 10 men, there being 91 appointments in that year. In 1860, this tendency is even more strongly marked, for out of 32 appointed, Nos. 25, 27, 28, 29, and 30 are all dead, or five out of the last eight men of the year.

Why the men who pass lowest in the Final Examination should die faster than others is a puzzle, and I can offer no solution for it; but the general conclusions that we seem to arrive at from these investigations appear to be—

[1] *As regards the Open Competition that the men who pass in the Upper half of the lists die rather faster than the others, but not much; and that those in the first fourth of the list die considerably faster than those in the last fourth.*

[2] *As regards the Final Examinations (during the time when the period of probation was only one year), that the men in the Upper and Lower half of the lists die at an equal rate; but that the men in the lowest fourth die considerably faster than the men in the highest fourth.*

APPENDIX XII.

The Opinion of Mr. M. E. Grant Duff, M.P., on the Competition System.

I have already given in the body of this work at p. 10 the opinions of the Governments of India, Madras and Bombay on the success of the Competition System; at p 14 the opinion of Mr. C. E. Bernard, a most distinguished Haileybury Civilian; and at p. 9 that of Colonel G. Chesney, R.E., now Principal of the Cooper's Hill Engineering College, formerly Accountant-General P.W.D. to the Government of India. In Appendix VIII. I have given Sir Chas. Trevelyan's letter, and I am very glad to be able now, as the last sheets of this book are passing through the press, to be able to add the deliberate verdict of so able and experienced an observer as Mr. Grant Duff, given after personal observation of the system in India, and with a thorough acquaintance with the examinations and system of training in England. This appeared in the November (1875) number of the *Contemporary Review*, and is, therefore, the most recent, as well as perhaps the most valuable, testimony to the complete success of the system.

Extract from Mr. Grant Duff's article on "India: Political and Social," in the Contemporary Review for November, 1875.

"You proceed, eighthly, to ask me how Competition is working?

"I say, with the utmost confidence, that it is working extremely well. I think that you are getting into your Civil Service a decidedly better set of men than you got in the old Haileybury days; and in the old Haileybury days you got a great many very good men. It is not true, but the

exact opposite of true, that the men you are now getting are physically inferior; on the contrary, they are very healthy and powerful. If any one is disposed to deny this, let him move next Session for the figures in the possession of the India office. It is, further, not true that they are men from a low social stratum. The clergy of the Church of England, which is, I hope, a sufficiently respectable class to satisfy cavillers, has contributed much more largely than any other; and the wonder at first sight is, not that there are so many, but so few from the humbler ranks of society. I have never examined how far the men who do spring from the humbler classes have succeeded. The only case that happens to occur to my mind as I write is that of one of the most distinguished men in all India. The cry against competition for the Civil Service of India arose, I fancy, chiefly from two classes—first, from the Indian families who, under the old system, commanded such an immense amount of Indian influence that they could push into the service as many sons or nephews as they wished, if, at least, the sons and nephews were decently intelligent and well behaved; secondly, from the schoolmasters who find that their antiquated and clumsy methods of teaching or no teaching are of none avail against the thoroughly real and good teaching of the best of the much-abused crammers.

With the vexation of the Indian families I can thoroughly sympathise, but they have the remedy in their own hands, and they are applying that remedy, so that more and more the old names will, as I hope and believe, reappear in the various branches of the Indian service. This is a matter to which, I hope from no undue prejudice, I attach very great importance, for again and again I have listened to speeches in the House of Commons about India, made by persons of excellent intentions, which were, it appeared to me, almost valueless from a want of that kind of knowledge which persons belonging to the Indian families sucked in, so to speak, with their mothers' milk. Whatever harm, however, was done in this direction *within* the service by the change is long gone and passed, and now you are reaping simply the good of it; you are getting better material, and the old family links are becoming reunited.

THE

INDIAN CIVIL SERVICE

AND THE

COMPETITIVE SYSTEM.

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Interest excited by the article and possible results. Its ability and inaccuracy. Importance of the subject. Civilians the only recognized representatives of Government in most parts of India. Considerations which require an immediate reply to the article (1) anticipated practical results, (2) personal experience in the Service. Plan of answer. Three portions of the discussion to be treated independently. The four prophecies of failure which have themselves failed. Two disposed of by the Reviewer. The two others—the physical fitness of candidates, and their social position considered. Fewer retirements of competition than of Haileybury men. Strong constitution required to go through the training, and to perform the duties in India. Severity of competition ensures that candidates are derived from a class with competent means. If poorer candidates succeed in rare cases they must be men of great ability. Reviewer affirms failure of competive system. Assertion affects the English as well as the Indian Civil Service, and the whole nation. If competition has not succeeded for the Indian Civil Service, it will not succeed anywhere, and should be abolished.

Chapter II.—Who pronounces the present system a failure.

Necessity for examining facts and conclusions carefully. Question divides itself into three parts (1) persons who pronounce it a failure, (2) reasons for which it is pronounced a failure, (3) why specially a failure in regard to the Indian Civil Service. Reviewer's verdict not final. Opinions of competent persons to be sought. These are (1) Haileybury civilians, (2) other officials qualified to judge. Proof from ascertained facts. Opinion of Haileybury civilians. Annual reports. Special reports of 1861 and 1868. General verdict. Opinion of Col. G. Chesney, in "Indian Polity," extremely favourable to new system. Test by facts. Number of appointments out of the regular line of the Service held by Competition civilians. History of the men of the first eight years traced. Number who went out, and number who have died and retired. List of appointments held by the remaining 217 civilians. Proportion of these in and out of the ordinary line of the Service. Magistracies and judgeships to be reckoned in the latter class. 135 or 62 per cent. belong to this class. The others have not yet had time to reach the higher posts. The Governments which they serve necessarily the best judges of Civilians' conduct and success.

Chapter III.—On what grounds is the present system pronounced a failure?

Assumption of Reviewer that it does not exclude unfit persons. His definition of unfitness. Deficiencies alleged against Competition civilians. The occasional admission of unfit persons not a proof of failure in any system, and would apply to all systems equally, as Haileybury, Woolwich, &c. It is not alleged that competition admits more unfit persons than other systems. Reviewer's panacea for these evils would have no effect in this direction. Reviewer's condemnation of Haileybury. Yet he advocates virtually the same system over again. Where any nominations are allowed, examinations become merely a pretence, especially where nominators have influence over examiners. Perfectly open competition the only way to maintain a high

standard in examinations, Standard lowered in Home Civil Service by nominations. Any rule which would restrict competition should be jealously criticised. Proposal that candidates should be two years at college and take a degree. Danger that this would hamper freedom of selection, but preferable to Reviewer's plan of Indian College at Oxford. Vagueness of Reviewer's objection that candidates are deficient in essential qualities of rulers. Alleged difference between competition at Universities and for Indian Civil Service quite a fiction. Necessity of polish and tact exaggerated. Inability of natives of India to judge Europeans accurately. Anecdote of the Advocate and the Inspector of Police. Points by which natives judge Europeans. They would prefer "the recluse" of the Reviewer to the man of the world. Opinion of Colonel Chesney as to whether natives *do* distinguish the new class of civilians from the old. Want of polish not an absolute disqualification for a ruler of men. Men disqualified by eccentricity very soon known, and not sent to large stations. Reviewer's charges have therefore failed on all three grounds. Qualifications required for a civilian. "Uncouth recluses" very commonly eliminated by the *viva voce* examinations.

Chapter IV.—Why is Open Competition alleged to be more of a failure in regard to the Indian Civil Service than elsewhere?

Allegation of Reviewer that it is followed by no regular course of training. University course often completed before competitive examinations for Fellowships, &c. Present system not in opposition to University system. Training in public life not necessary. Difference between Woolwich system and Indian Civil Service only one of order of time. Proposals of the Reviewer. Special college at Oxford. Proportion of University to Non-University men. Objections to the college (1) in keeping out poor men of abilit, as seen in cost of course at Cooper's Hill College, (2) in preventing Irishmen and Scotchmen from having equal chances with Englishmen. *Any* one place of residence a restriction, and objectionable on other grounds. Indian students would form a class apart, and have nothing in

common with ordinary scholars. Cliqueism and too great *esprit de corps* to be dreaded. Reviewer's failure to show any positive advantages.

Chapter V.—Practical success of present system, and proposals for slight alterations in it.

Candidates to choose their own place and time of training. Two years' course at some University to be required, and Degree in Arts or Laws. Present system theoretically perfect, and only to be altered on good cause shown. Earlier plan kept out objectionable men more certainly, but did not secure better men. Objects to be aimed at in the training, not those stated by the Reviewer. Personal idiosyncracies not to be effaced. Moral training better secured by general University course than by special college. Reviewer's statement that present system must be abandoned quite unjustifiable. Only fair to wait until the present system has been thoroughly tried; this requires 30 years. Great success of the earlier men. No comparison to be made between the Civil Service and the Engineering Department. Latter recruited in many different ways. Fallacy of Reviewer's assumption that reform is more urgently required in the former.

PART II.—THE LITERARY EXAMINATIONS.

Chapter I.—The Proportion of University Candidates.

Reviewer's extraordinary statements with regard to this. Reference to Civil Service reports. Table showing proportion of University and public school men in each year. Results of the first four years and of the next five. Statistics of the 20 years 1855—1874. Inaccurate statements of Reviewer. Proportion of University men entirely dependent on maximum limit of age. Table showing this in each year. Proportions when limit was 23, 22, and 21 years. Civil Service Commissioners should publish place of education of candidates. Number prepared by private tutors greatly ex-

aggerated. Private schools and tutors not to be named. Candidates from private tutors generally at Universities previously. Reviewer's subsequent conclusions fall to the ground, with the fallacy on which they rest. Not necessary for candidates to go to private tutors. 70 per cent. of all successful candidates have been University men.

Chapter II.—Subjects of Examination.

Education for these examinations not different from that of all public institutions. Only difference is that no subjects are compulsory. This rule beneficial—does not tend to encourage mediocrity. Deductions made from marks given in each subject. Precautions taken by the Civil Service Commissioners. Thorough knowledge of two subjects required. Those who gain very high marks in any subject almost always high in the whole examination, and *vice versa*. Details of 1858 and 1864. The Universities give highest rewards for excellence in more than one subject. A very good classic or mathematician can always obtain a place. Exclusive knowledge of one subject a disqualification. Credit to be given for knowledge of any kind. Not the object to turn out specimens of special knowledge. Reviewer's own remarks to this effect, and on kind of education required. Aptitude for acquiring any kind of knowledge the chief qualification. Many-sidedness to be encouraged.

Chapter III.—The Qualifications which are required.

Knowledge of Indian vernaculars. Total absence of linguistic talent an absolute disqualification. Knowledge of law and power of judging evidence. Ability in English composition—clearness and facility of expression. Arithmetic desirable, but less essential. A certain standard in languages and English composition to be required. Limitation of number of subjects. Limit should not be less than seven. Details of the examination of 1872. Numbers 2 and 17 passed virtually in two subjects each. Details of 1874. Candidates do not take up a large number of subjects. Most take up five or less. "Miscellaneous hotch pot" a very unfair description of the examination.

Chapter IV.—The Effect of the Examinations on the Candidates.

Men not spoilt for any future career by the examinations, but trained and educated. Class of subjects included in them. No special subjects. Even Sanskrit and Arabic useful. Reviewer's distinction between University examination and these. Scholarships and Fellowships. Difference between candidates for a Scholarship and for the Indian Civil Service. Value of the linguistic and scientific knowledge acquired for these examinations. Summary of results. 70 per cent. of the successful candidates University men. Great excellence in a few subjects encouraged, and not mediocrity in many. Men high on the general list are high in special subjects. Men not spoilt for a future career by preparation for these examinations. Two parts of the subject finished. Personal experience of the examinations and their results. Satisfaction with them, and fear of any alteration. Only suggestions to be made are a previous College course and limitation of number of subjects to seven. Result of personal interest in, and criticism of, the examinations.

Chapter V.—The Charge of Ingratitude against Competition Civilians.

Alleged by the Reviewer to be a common fault of all Competitioners. The unpardonable sin. Preliminary considerations. The charge ludicrous in itself. To whom and for what are they to be grateful? The India Office and the Government of India. Circumstances for which and persons to whom one ought to be grateful, and persons to whom one ought not. Small defects exaggerated. Mr. Lowe's letter in the *Spectator*. Appointments obtained by competition regarded as contracts. Justification of this. Expressed in the very name "Covenanted." The Covenant Provisions on both sides. Nothing shameful in a contract, and in keeping to it with regard to the Government. No grudging contract with the people of India. The Bengal famine. General verdict of Europeans and natives. How the contract has been kept on the other side. "Supposed breaches" and "unfounded discontent." Charge of ex-

aggerated estimate of talents. Gravity of the two charges from the authorship and the mode of publication. Proposed examination into the past and present states of the Service must be deferred. Proofs appended that Competition civilians have had little reason to be grateful as yet. Graded list of all civilians from 1855 to 1865. Reasons for choosing this period. Results as regards the men of 1855—60. Results as regards the men of 1861—65. Unsatisfactory state of promotion. Acknowledgments of Government of India and of Local Governments that civilians have been unfairly treated. Parliamentary papers moved for by Mr. Lowe. Conclusion.

PART III.—THE EXAMINATIONS AND TRAINING IN INDIA.

Chapter 1.—*Recapitulation and the Old Examinations in Native Languages.*

Training of Candidate not completed in England. The Indian part of it often the most difficult. Recapitulation of the tests in England. The Open Competitive Examination. Age of passing and subjects. Four years [from 16 to 20] required for special training. College preparation equally good. Meaning of "special" training. Man of highest general education will generally do best. Chances of passing at 19. Disadvantages of passing too young. Best age for reaching India. Advantage of two years more in England more than counterbalances loss of promotion. Administrative mistake to send men to India too young. The Periodical and Final Examinations. Place in the Service determined by latter. Candidates not finally rejected at Periodical Examinations Subjects at these and at Final. Progressive tests. Standards required in Law and Languages. Different systems in 1855-9, 1860-65, 1866-75. Candidates formerly retained in England only one year. Examinations in native languages at the Presidency towns. Languages required for Lower Bengal and for the Upper Provinces. Amount of proficiency required. Time wasted and other evils of the system. Possibility of improving instead of abolishing it. Present system. Disadvantages of

posting young Civilians to their stations at once Knowledge acquired under the old system. Mistakes avoided. Young Civilians now well trained in languages; but should be kept at Provincial Head Quarters for a time. Knowledge of duties more difficult to acquire at small stations. At former they are students, at latter officials. Want of supervision when first posted. Not the fault of the older officials. Special officer at Head Quarters required. Evils of want of direction. Often causes failure to pass First Standard in first year. No guidance required after first year, except general supervision of Magistrate.

Chapter II.—*The Duties and Position of a Young Civilian and his Relations with his Official Superiors.*

Qualifications for the Service and for promotion. Two standards but one examination. Subjects of Examination. Preliminary work and duties. Time of the examinations. Period from landing till they take place. Arrival at Bombay. Proceeding up country. Reporting arrival. Posting. Awaiting orders. Difference between stations. Four classes—[1] Provincial Capitals; [2] Divisional Head-Quarters; [3] Medium stations; [4] Small stations. Description of each. Posting generally a matter of chance. Arrival at station. Being sworn in Setting to work. Order of posting. Form of appointment. Magistrates' work. Watching proceedings in other Courts. Proceedings how conducted. A Criminal Case. The parties and the witnesses. First attempts at administering justice. Revenue suits. Complexity of Revenue Law, and recent attempts to simplify it. Miscellaneous duties. Superiors, Colleagues, and Subordinates.

I. *Superiors.* [1] The Lieutenant-Governor of the Province; [1] The Board of Revenue; [3] The Commissioner of the Division—controls executive administration, from whom selected, control over young Civilian; [4] The District Judge or Civil and Sessions Judge—highest judicial officer—appellate jurisdiction, power with regard to young civilians cases, reversing judgments, faults on both sides, how to be avoided; [5] The Magistrate and Collector of the District, difference between good and bad, double capacities—(A) as

Magistrate, criminal—judicial work, appellate powers, police, excise, municipal, &c.; (B) as a Collector powers with regard to land revenue, remission and suspension of demand, alluvion and diluvion, waste lands, sale of lands; powers over Tahsildars or Sub-Collectors; Miscellaneous duties as Collector; accounts of Treasury and custody of treasure; Opium; Stamps; Salt; Agricultural improvements; Government suits—he is general agent of Government, and nothing is done without his advice. Characteristics of Government Magistrate-Collector—governed happy, though form of Government despotic. Magistrate aided by his Joints, Assistants and Deputies. Importance of work entrusted to young Civilian increases rapidly.

Chapter III.—*His Fellow Officials and Subordinates.*

II. *Comrades or Equals.*—Those who do the same kind of work—the Joint-Magistrates, Senior Assistants and Deputy Magistrates. Other officials connected with the preceding. 1. The Joint-Magistrate—of two grades—Joint-Magistrates acting as Magistrates, and Assistants acting as Joint-Magistrates. Duties and position of Joint-Magistrate. Justices of the Peace. Sub-Divisions. Extent and population. Power of Joint-Magistrate in them. Covenanted Deputy-Collector. His duties—more dependent on Collector than Joint-Magistrate is on Magistrate; but orders generally upheld. Awkwardness of name "Covenanted Deputy-Collector;" term "Joint-Collector" should be substituted for it. 2. The Senior Assistant-Magistrate—convenient title; difference between Passed and Unpassed Assistant—former's duties same as Joint-Magistrate's; waiting for Joint-Magistrates; on what it depends, advantages and disadvantages of making promotion depend on the list for the Standards; now depends on seniority. Time of passing standards, salary—when sufficient for absolute necessities—when not—time for promotion to Joint-Magistracy—pay then sufficient for necessities. Pay as Assistant insufficient in large stations—leads to debt and other evils. More lost by underpaying junior officers than is saved in salaries. Mode in which Government could help young Assistants by providing houses to be rented at each station.

3. The Uncovenanted Deputy-Collector—his pay and position, duties, &c.; difference between young and inexperienced and old and experienced Deputy-Collectors; jurisdiction as Deputy-Magistrate — miscellaneous Revenue duties. Miscellaneous Officials.—4. The District Superintendent of Police. 5. The Civil Surgeon. 6. The Sub-Deputy Opium Agent. 7. Settlement Officers. 8. The Cantonment Joint Magistrate. 9. Educational Officers. 10. The District Engineer. 11. Canal Officers.

III. *Subordinates.*—(A.) Officials of Head District Office, divided into (a) Vernacular Office (b) English Office. In former—1. Native Superintendent. 2. Deputy Superintendent. 3. Reader. 4. Record-keeper 5. Register-keeper. 6. Copyist. In latter — 1. Head Clerk. 2. Treasury Clerk. 3. Treasurer. 4. Criminal Clerk. 5. Road Fund Clerk. (B) Officials of Sub-Collectorate Offices. 1. Sub-Collector. 2. Deputy Sub-Collector. 3. Clerks. (C.) Police and Miscellaneous Officials—1. Court Inspector. 2. Sub-Inspector of Station. 3. Head Constable of Court. 4. Jailor. 5. Superintendent of Roads.

Chapter IV.—*Origin of the Service—Miscellaneous Duties.*

Origin and gradual rise of the Indian Civil Service. Duties at first purely mercantile. Superintendence of all sales and purchases on behalf of East India Company; change after 1765; assumption of Government of country; judicial and administrative duties entrusted to Civilians; political work; difficulty and responsibility of; change of duty gradual and not easy to trace; Mercantile duties did not cease till 1833; traces still remaining; Opium Agents; Collector's ex-officio title of Deputy Opium Agent. Miscellaneous duties of Civilian—1. Treasury or Financial. 2. Police. 3. Municipal and Cantonment. 4. Public Works. 5. Jails. 6. Land Revenue. 7. Settlement. 8. Miscellaneous Revenue—Excise, Stamps, Customs, and Opium. 9. Registration. 10. Educational. 11. Political. 12. Agricultural. 13. Government Advocacy. Judicial duties are the chief ones. Question of a Uniform for the Civil Service.

Chapter V.—*The Standard Examinations. — Preparation, Rules, and Subjects.*

Preparation for the Standards; dislike to recommence cramming; obstacles from official duties; the two hours morning work; office work and amusements; work in the evening; necessary for Higher Standard; sources of information as to future duties; rules for Examination of Junior Officers; date; Committee; Subjects; Cases; Reading; Conversation; Separate branches; the two Standards of Examination; Reports of Committees; Investment with powers; Schedule of Subjects of Examination; Proportion of marks for Higher and Lower Standard; powers after passing Lower and Higher Standards; sketch of Civilian's career after passing Higher Standard; Assistant with full powers; Officiating Joint-Magistrate, 2nd grade; Joint-Magistrate, 2nd grade; Officiating Joint-Magistrate, 1st grade; Joint-Magistrate, 1st grade; Officiating Magistrate; Magistrate and Collector; Officiating Judge; Judge; Conclusion.

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